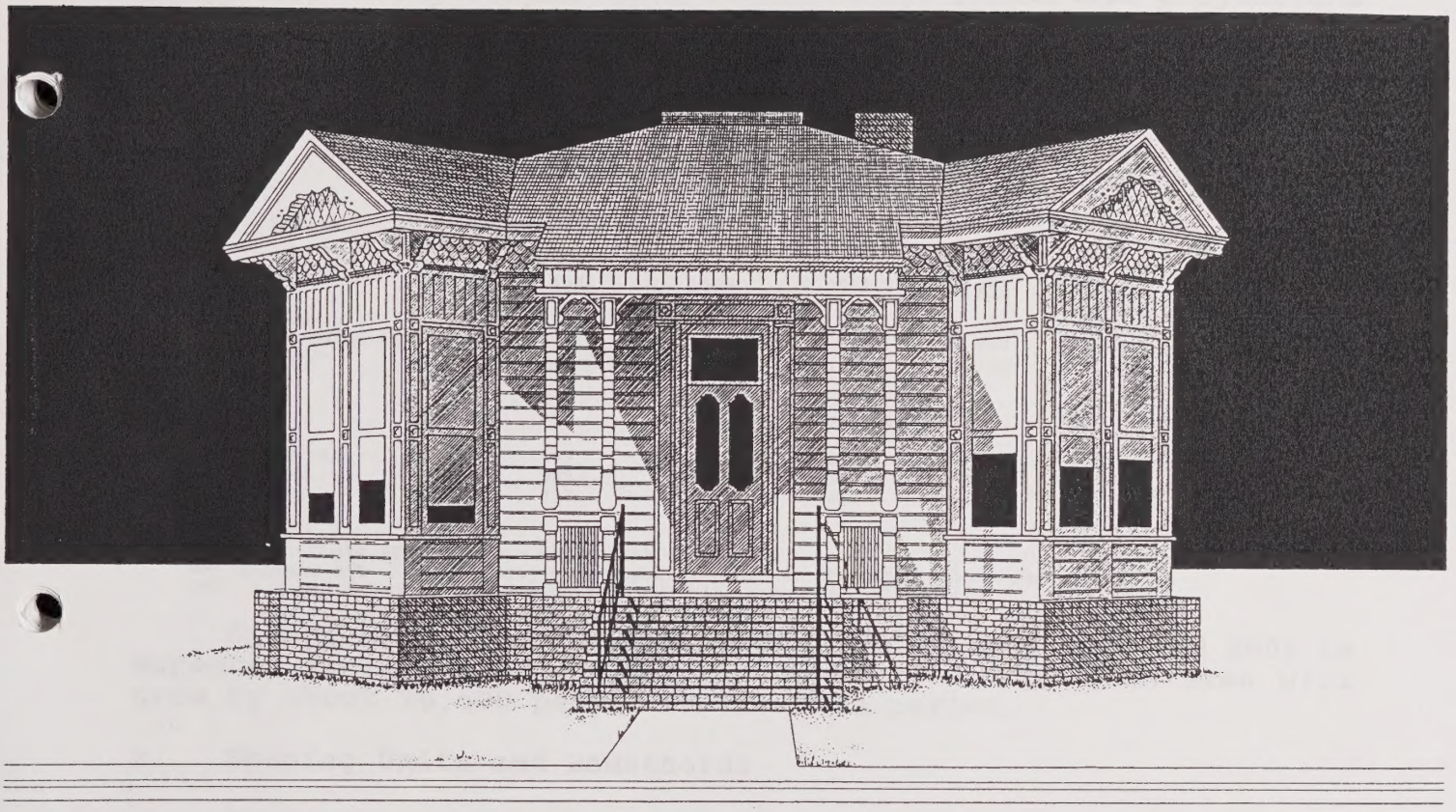

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UNIVERSITY OF CALIFORNIA

1991
HOUSING ELEMENT
OF THE
CITY OF YUBA CITY

Adopted by the City
Council 8/7/91
Revised 12/1/92

F. HOUSING

Analysis

1. Population

Based upon Department of Finance county population estimates distributed by historical patterns, the Urban Area will contain 57,650 people by 2005. Table F-1 shows the population projections in five-year intervals. The table also makes estimates for group quarter populations relative to county populations.

TABLE F-1

POPULATION ESTIMATES AND PROJECTIONS
(January 1st of each year)

	Total Population by Year					
	1980	1985	1990	1995	2000	2005
Sutter County*	51,753	57,574	63,600	68,300	72,000	75,600
Yuba City Urban Area**	37,475	42,673	47,240	51,280	54,460	57,650
Yuba City***	18,339	21,079	23,960	26,120	27,820	28,782
	Group Quarter Population					
Sutter County	503	563	660	730	780	830
Urban Area	385	455	500	560	600	640
Yuba City	337	407	450	500	540	580

*Source: State of California Department of Finance
** Assumes 85% of county projected population growth is in the urban area.
*** Assumes 46% of county projected population growth is in the city.

County growth outside the Urban Area between 1980 and 2005 is expected to be a little over 3,350 people. The Urban Area will grow by about 20,500 people in the same period.

2. Housing Units and Households

Projections of the number of housing units needed by the year 2005 are based upon estimates of population, household size and vacancy rate. In the 1990 Census, Yuba City contained 27,437 people and an average household size of 2.48 persons. According to the Sacramento Area Council of Governments (SACOG), Yuba City had a vacancy rate of 5.53 percent in 1990. The number of housing units counted by the 1990 Census in the City was 11,068. Similarly, the Census counted 66,415 people in Sutter County and an average household size of 2.74. In 1990, SACOG calculated the County's vacancy rate at 6.84 percent. The Census count of housing units in all of Sutter County was 24,163 for 1990. The higher average household size and vacancy rate in Sutter County is attributable to lower density residential development and the proportion of rural housing. Vacancy rates in the Urban Area do not appear to substantially vary between incorporated and unincorporated territory.

Table F-2 provides projections of the number of households and housing units necessary to accommodate populations projected by the Department of Finance. The number of households assumes an average household size of 2.7 for the Urban Area and 2.4 in the City. It excludes group quarter populations. The housing units needed for those households assumes a 5 percent vacancy rate.

TABLE F-2

HOUSEHOLDS AND HOUSING UNITS
QUARTER PROJECTIONS

	Households by Year			
	1990	1995	2000	2005
Urban Area	18,357	20,890	22,286	23,712
City	10,887	12,987	14,088	15,563

	Housing Units by Year			
	1990	1995	2000	2005
Urban Area	16,848	19,814	21,279	22,794
City	10,285	12,370	13,528	15,065

Source: Yuba City Planning Department and SACOG.

SACOG counts indicate that the housing needs are being met. Overall, between 1990 and 2005, there would be an Urban Area need for 5,945 housing units. An average of about 396 units per year would accommodate projected populations. In 1988, 1989 and 1990, more than 400 housing units on the average were started each year in the City; the low being 175 in 1988 and the high being 796 in 1990.

Historically, the Urban Area housing stock has been a mix of 55 percent single-family and 45 percent multi-family units. Recent growth trends show the area moving closer to the state-wide 60% single-family/40% multiple-family housing ratio. An insignificant portion of the total has developed in mobile homes. A comprehensive apartment survey was conducted by the Yuba City Planning Department in the summer of 1991. The survey included all rental units in complexes of five or more units and found that Yuba City and the Urban Area had 3,579 rental units in 122 complexes. The vacancy rate at the time of the survey was 3.41%

Apartment Vacancy Rate By Unit Type

Unit Type	Number	Vacancy Rate 1990	1991
Studio apartment	54	-0-	-0-
One-bedroom unit	1191	2.96%	2.75%
Two-bedroom unit	2240	2.27%	3.10%
Three-bedroom unit	94	-0-	.30%

Source: Apartment Survey; Yuba City Planning Department, 1991

Table F-3 suggests the number of units of each type needed by 5-year increments.

TABLE F-3

NEW CONSTRUCTION NEED

Urban Area	Units 1990-1995	1995-2000	2000-2005	Total
Single-family	1,209	1,029	1,032	3,270
Multi-family	989	842	844	2,675
Total	2,198	1,871	1,876	5,945

Source: Yuba City Planning Department

3. Residential Land Need

Most new development in the Urban Area is occurring to City standards. The Tierra Buena area is an exception because community sewer systems are not available. Some large lot, single-family residential development occurs in the City. An average of 4 lots per acre for single-family development in the Urban Area is based on 1985 to 1990 patterns. Multi-family development in recent years has intensified in density so that 25 units per acre is not unusual.

Table F-4 uses densities of 4 units per gross acre for single-family and 25 units per gross acre for multi-family development to forecast acreage of land needed to accommodate new housing needs. It correlates acreage with the numbers of units by type listed in Table F-3.

TABLE F-4

URBAN AREA RESIDENTIAL LAND NEED
1985 - 2000

Housing Unit Type	Number	Land Required
Single-family Units	3,270	817 acres
Multi-family Units	2,675	107 acres
Total	5,945	924 acres

Source: Yuba City Planning Department.

A survey of existing City vacant land in April of 1990 found 809 acres of land zoned for single-family use and apartment development. The zoning reflected the 1989 Urban Area General Plan designations.

Preliminary approvals granted on new residential projects in the Urban Area, but not yet constructed through August of 1990, include about 3,659 single-family residential lots and 236 apartment units. If those units were developed, they would serve the demand for single-family housing through the year 2007 and multi-family into 1992. Usually multi-family units are constructed shortly after approval is given.

4. Affordability

The 1980 Census data indicated that 2,213 households in the Urban Area in 1979 were paying more than 30 percent of household income for housing. Almost 80 percent of those households were renters. Changes in dollar valuation and interest rates have some short-term effects upon housing affordability. Rents have increased but have remained affordable while median sales price for homes has increased at a faster pace. As shown in Table F-5, between 9/82-12/83 and 10/86-10/87, the median housing price decreased by $6,080 from $67,830 to $61,750 despite the fact the number of homes sold doubled. However, for calendar year 1989, the median price had increased to $99,714 and by 9/1990 to $116,706. Table F-5 shows the price distribution in home sales for periods of 1982-1983, 1986-1987 and 1989-1990.

TABLE F-5

PRICE DISTRIBUTION OF HOME SALES
YUBA CITY URBAN AREA

Price Range	Number	9/82-12/83	Number	10/86-10/87	Number	10/89-10/90
Under $40,000	16	(6.2%)	21	(3.9%)	31	(5.4%)
$40,000-49,999	24	(9.3%)	26	(4.8%)	14	(2.4%)
$50,000-59,999	47	(18.3%)	41	(7.5%)	27	(4.7%)
$60,000-69,999	53	(20.6%)	98	(18.0%)	43	(7.6%)
$70,000-79,999	37	(14.4%)	95	(17.4%)	35	(6.2%)
$80,000-89,999	32	(12.5%)	92	(16.9%)	50	(8.8%)
$90,000-99,999	15	(5.8%)	46	(8.4%)	60	(10.6%)
$100,000 or more	33	(12.8%)	126	(23.1%)	305	(53.9%)
Total	257	(100%)	545	(100%)	565	(100%)

Source: Multiple Listing Service

Table F-6 reflects changes in median monthly rents in the Urban Area. The second portion of Table F-6 indicates the number of apartment units available based on 25% of minimum income levels for various household sizes.

TABLE F-6

MEDIAN MONTHLY RENTS

Urban Area	1960	1970	1980	1985	1990
	$68	$84	$178	$281*	$351*

*Apartments and condominiums being rented.

Source: 1970 & 1980 Census, 1985 & 1990 Apartment Survey; Yuba City Planning Department

AFFORDABLE APARTMENT UNITS

HOUSEHOLD CHARACTERISTICS			NUMBER OF UNITS BY TYPE				
Household Size	Income(1) Very Low	25% of Income	Unit Type(2) Studio	1 Bedroom	2 Bedroom	3 Bedroom	Total
1 Person	$10300.00	$214.58	36	32	13	0	81
2 Person	11750.00	244.79	49	67	28	0	144
3 Person	13250.00	276.04	0	0	76	0	76
4 Person	14700.00	306.25	0	0	423	0	423
	Lower						
1 Person	16450.00	342.71	55	929	904	2	1890
2 Person	18800.00	391.67	55	1118	1421	19	2613
3 Person	21150.00	440.63	0	0	1996	48	2044
4 Person	23500.00	489.58	0	0	2065	48	2113

Source: (1) State Department of Housing and Community Development, 1990;
(2) Apartment Survey; Yuba City Planning Department, 1990

Until 1983, the U.S. Department of Housing and Urban Development (HUD) used the 25% threshold as its standard to determine overpaying. In 1983, the overpaying threshold was increased to 30%. Table F-7 summarizes the number of low-income households in the Urban Area and Sutter County where monthly housing costs exceed either 25% or 30% of household income.

TABLE F-7

LOW-INCOME HOUSEHOLDS PAYING MORE THAN
25% OR 30% OF GROSS INCOME FOR HOUSING
1980 Census

	25%			30%		
	Owner Occ.	Renter Occ.	Total	Owner Occ.	Renter Occ.	Total
Sutter Co.	811	2,606	3,417	655	2,071	2,726
Urban Area	569	2,170	2,739	467	1,746	2,213
Yuba City	250	1,762	2,012	183	1,432	1,615

Households needing assistance are generally defined as those low-income households (less than 80% of the area's median income level) that are overpaying. Based upon HUD's revised 30% threshold level for overpaying, there are 2,213 households in the Urban Area that are in need of assistance.

Tables F-8, F-9 and F-10 contains data on the 1979 distribution of dwelling unit ownership value and rental cost and very low, low, median and moderate household payment ceilings for gross monthly housing cost, not exceeding the overpaying threshold. Table F-9 also includes rental costs for various apartment types in the Urban Area in 1989 and 1990. Together, these tables indicate the general availability of housing to each income group.

TABLE F-8

DISTRIBUTION OF OWNER OCCUPIED UNIT VALUE

Range	Yuba City	Urban Area	Sutter County
Under $10,000	27	36	95
$10,000-19,999	103	149	300
20,000-29,999	209	318	532
30,000-39,999	409	611	886
40,000-49,999	592	984	1,324
50,000-59,999	526	1,105	1,408
60,000-69,999	616	1,874	2,193
80,000-99,999	274	981	1,098
Over $100,000	132	656	802
Total	2,888	6,714	8,638

Source: 1980 Census

TABLE F-9

DISTRIBUTION OF MONTHLY GROSS RENTAL COST

Range	Yuba City	Urban Area	Sutter County
Under $80	29	101	144
$80-99	126	193	251
100-149	331	518	757
150-199	1,195	1,480	1,718
200-249	1,259	1,416	1,645
250-299	533	711	800
300-349	333	416	456
350-399	169	219	257
Over $400	198	302	327
Total	4,173	5,356	6,355

Source: 1980 Census

MONTHLY RENTAL COSTS

Unit Type	Median Monthly Rent 1990	Median Monthly Rent 1991	Lowest Monthly Rent 1991	Highest Monthly Rent 1991
Studio apartment	$217	$222	$195	$295
One-bedroom unit	296	301	100	425
Two-bedroom unit	374	411	200	860
Three-bedroom unit	516	555	345	925

Source: Apartment Survey; Yuba City Planning Department, 1991

TABLE F-10

CEILING LIMITS BY INCOME GROUP

Income Group*	Household Income	Monthly Gross Housing cost**	Maximum Home Purchase Price***
Very Low	$ 6,836	$170	$18,281
Low	$10,936	$273	$29,356
Moderate	$16,404	$410	$44,089

*Income ceilings based upon median household income of Yuba City MSA.
**Assumes 30% of monthly income for housing cost.
***Assumes 10% down payment at 12.75% annual interest.

Source: 1980 Census

TABLE F-11

URBAN AREA AFFORDABLE HOUSING BY INCOME GROUPINGS

Income Group	Ownership Units	Rental Units	Total Units	Households
Very Low	159	1,404	1,563	2,733
Very Low & Low	483	4,635	5,118	5,268
Very Low, Low & Moderate	1,516	5,054	6,570	7,759

Source: 1980 Census

It is important to note that a great many of the units listed in Table F-11 as being affordable to specific income groups are actually occupied by people of higher income levels. Therefore, the shortfall noted in Table F-11 of low and moderate- income households to housing units should be considered an absolute minimum shortfall. A more realistic gauge of the actual need of assistance is found in Table F-7 which summarizes overpaying.

The following three case scenarios were prepared by the Housing Authority to illustrate the plight of the very low- and low-income households in their attempt to obtain housing and other necessities:

CASE SCENARIO I:

Household Size: 3
Description: 2 working heads of household/3 year old child
Job Type: Service/Minimum Wage
$4.25 x 40 hours x 52 weeks = $8,840 x 2 = $17,680 annual
Monthly Gross Income: $1,473.00

Monthly Expenses:	Shelter (30%) [2 BR avg. $410]	$ 442
	Day Care (not including meals)	$ 260
	Car Insurance (1 vehicle)	$ 70
	Utilities - P.G.& E.	$ 70
	Basic Cable	$ 18
	Food	$ 400
	Gas	$ 50
	TOTAL	$1,310

This leaves a balance of $163.00 of **gross** income to cover tax deductions, clothing, medical, entertainment, and vehicle maintenance.

This family is not eligible for food stamps because their monthly gross of $1,473 is over the welfare cap of $1,144. They can get Medi-Cal if they pay $534 per month for share of costs which is more than a monthly private pay insurance. The average rent for a two-bedroom unit is $410 if you can find one in the available urban housing stock; however, the rent for some two-bedroom units in local complexes actually exceeds this average $410.

Examples:	Shelter Cove (5 yrs. old)	$435
	Lincoln Village (15 yrs.)	$465
	Ellis Lake, Marysville (5-6 yrs.)	$450
	Lincoln Place (2 yrs.)	$485
	Northgate Apts. (7 yrs.)	$525
	Northpointe Commons (3+ yrs.)	$430
	AVERAGE	$465

Obviously, access and availability add to the problem of affordability.

CASE SCENARIO II:

Take the same gross household income earned at minimum wage as in Scenario I and the number of minors increased so that the household needs a three-bedroom unit. In our survey, the average three-bedroom unit was $658, which is 45% of income for basic shelter. This family will opt to be overcrowded and/or live in substandard housing or both. In both cases,the only way these families can decrease their shelter costs and obtain decent housing

that fits their family is to look at home ownership options. there is only one possible alternative and that is to try to obtain Farmer's Home 502 single family mortgage that fits their income in the unincorporated county, such as Live Oak or Sutter City. These are the only two areas in the county that have an infrastructure and are FmHA eligible. Of course transportation costs will increase and they probably won't have medical coverage. Regardless, these families will still encounter an availability problem

This serves as examples of why we need to look at urban self-help single-family new construction and other home ownership options.

Urban self-help with CHFA financing has the potential to cost less than the $116,700 construction costs for single-family homes in the urban city.

The task ahead is to increase the supply and affordability of not only single-family units, but also duplex and multiple-family housing in the Yuba City Urban Area to better serve the community population.

CASE SCENARIO III - REAL CASE SCENARIOS:

A Welfare Grant for three persons = $694/mo. x 12 = $8,328, which is $512 a year less than a minimum wage job at 40 hours per week. However, this does not include the food stamps or the medical coverage through Medi-Cal that a welfare family may access if it can find a doctor to service its household.

Real Case Examples - 3 families of 3; Female Heads of Household; Income is Welfare Grant.

CONTRACT RENT	FAMILY RENT CONTRIBUTION	SECTION 8 ASSISTANCE	FOOD STAMPS
$350	$177	$173	$138
$375	$202	$173	$ 70
$395	$222	$173	$130

$694 X 12 = $8,328 X 30% = $2,498 divided by 12 = $208

If the above three single head of households were not receiving rental assistance and living in the same units with the listed rents, they would be paying 54% of their income for shelter.

5. Fair Share Allocation

As part of a Housing Element, the California Government Code requires that each local jurisdiction accept responsibility for its share of the regional housing needs within the area affected by its General Plan. The Code further requires that regional Councils of Government prepare a determination of each local

jurisdiction's fair share of the regional housing demand. Table F-12 contains data excerpted from SACOG's 1990 update of the Regional Housing Needs Allocation Plan pertaining to Yuba City. It is basically a straight line projection of needs based on 1980 data and population projections for 1996. This data corresponds with the population, housing unit, household and new construction need data found earlier in this chapter on Tables F-1 to 3. It also corresponds to the 1990 Sutter County household projections of the Department of Finance and Department of Housing and Community Development.

The projections presented in Table F-12 are based upon the continuation of the Urban Area development policies which have developed over the last ten to fifteen years. Those policies generally result in the concentration of higher density housing in Yuba City, while allowing the continuation of lower density suburban subdivision in the unincorporated portions of the Urban Area. This results in a disproportionate percentage of new housing in Yuba City in the very low and low income ranges when compared to Sutter County unincorporated, i.e., 66.6% for Yuba City compared to 12.8% for Sutter County unincorporated.

TABLE F-12

1989 TO 1996 HOUSEHOLD DISTRIBUTION NEED

Yuba City

Income Category	1989	% of 1989 Total	1996	% of 1996 Total	1989-96 Increase	% of Increase	No. of Units Needed
Very Low 1/	2,640	26.2%	3,107	25.7%	467	23.2%	568
Low 2/	1,943	19.3%	2,336	19.3%	393	19.5%	478
Moderate 3/	2,074	20.6%	2,463	20.4%	389	19.3%	473
Above Moderate 4/	3,403	33.8%	4,169	34.5%	766	38.0%	933
Total	10,060	100.0%	12,075	100.0%	2,015	100.0%	2,452

1/ Very Low = Households with 50% of median family income or less.
2/ Low = Households with 51 to 80% of median family income.
3/ Moderate = Households with 81 to 120% of median family income.
4/ Above Moderate = Households with income above 121% of median family income.

Source: Regional Housing Needs Plan; SACOG, November,1990

During 1989, 172 units were constructed in Yuba City. Of these, 110 were single-family and 8 duplex units. During 1989, 3 single-family homes were demolished. With approved financing, 49 homes were purchased through the Mortgage Credit Certificate (MCC) Program. There were also 54 multiple-family apartment units constructed.

During 1990, 405 units were constructed in Yuba City. Of these, 336 were single-family homes, 19 duplexes and 31 multiple-family apartment units. Of the single-family homes constructed, 12 were purchased by utilizing the MCC Program.

Out of the 2,452 units of basic construction needed in the allocation plan, 577 have already been constructed. Thus, the

basic construction needed from January 1, 1991 to July 1, 1996 is 1,875 units. Table F-12A includes the already constructed units, and allocates them to the four income categories.

TABLE F-12A

REGIONAL HOUSING NEEDS ALLOCATION
YUBA CITY, 1991 - 1996

INCOME CATEGORY	BASIC NEED	1989 - 1990 CONSTRUCTION	1991 - 1996 BASIC NEED
Very Low	568	10	558
Low	478	51	427
Moderate	473	80	393
Above Moderate	933	436	497
TOTALS	2,452	577	1,875

Table F-12B shows the number of units per year that are projected for Yuba City during the period 1991 to 1996 in order to meet the housing needs allocation.

TABLE F-12B

PROJECTED NEW HOUSING UNITS
YUBA CITY, 1991 - 1996

YEAR	NUMBER OF NEW UNITS
1991	310
1992	325
1993	335
1994	350
1995	370
1996 (through July 1)	185
TOTAL	1,875

6. Special Housing Needs

Every community has segments of its society which has a special or unusual housing need. Those needs in the Urban Area generally can be categorized as falling into one of three classes--those groups requiring special living arrangements, those groups requiring modified dwelling requirements, or those groups requiring emergency or temporary shelter. The following discussion centers upon the principle groups in need -- the elderly, the handicapped, the single-parent household and the large family household.

a. Elderly

The single largest identifiable group with a special housing need is the elderly. As seen in Tables F-13 and F-14 on the following page, the County's percentage of elderly population has increased in the 1980's to 11.8%, approximately the same as the State's percentage. Of even greater interest is the concentration of the elderly, 11.7% in Yuba City. The 1990 Census reveals a 30.1% increase in the elderly population of Yuba City. The concentration of elderly in Yuba City is 18.6% lower than the unincorporated portions of Sutter County.

TABLE F-13

Population Over 65

Year	Total County	City of Yuba City	City of Live Oak	Unincorporated Area	State Average
1970	3,380(8.3%)	1,305(9.3%)	198(7.5%)	1,977(7.8%)	(9.0%)
1975	4,105(8.9%)	1,685(11.1%)	294(10.8%)	2,126(7.6%)	(9.1%)
1980	5,389(10.3%)	2,245(12.0%)	303(9.8%)	2,841(9.3%)	(10.2%)
1990	7,614(11.8%)	3,216(11.7%)	448(10.3%)	3,950(12.1%)	(10.2%)

Source: 1980 & 1990 Census, Yuba City Planning Department

TABLE F-14
Urban Area Age Group Distribution
By Statistical Area

Age Group	Total Urban Area		City of Yuba City		South Yuba City		Tierra Buena		County Unincorporated	
	#	%	#	%	#	%	#	%	#	%
Under 5 years	4068	100	2712	75.5	547	15.2	207	5.8	602	16.8
% Total	8.7		9.9		6.2		7.2		8	
5 - 19	10801	100	6024	60.6	2248	22.6	671	6.8	1858	18.7
% Total	23.1		22		25.5		23.3		24.7	
20 - 64	27089	100	15485	54.3	5501	19.3	1747	6.1	4356	15.3
% Total	58		56.4		62.4		60.7		57.9	
65 +	4684	100	3216	70.5	511	11.1	250	5.4	707	15.3
% Total	10		11.7		5.8		8.7		9.4	
Total	46655	100	27437	58.8	8816	18.9	2878	6.2	7524	16.1

Source: 1980 & 1990 Census; Yuba City Planning Department

Note: The totals for each area and the numbers for the City of Yuba City are from 1990 Census data. All others are straight line projections from 1980 Census data.

The concentration of elderly in Yuba City is the result of several factors. One of the most important centralizing factors is that Yuba City offers a concentration of services on which the elderly tend to draw upon more heavily.

An additional factor leading towards centralization is the availability of smaller, low-cost housing units. Although a significant number of the elderly tend to stay in their own homes, which they may have acquired many years ago, another large group tend to move towards smaller, less expensive housing units. This movement is caused by a combination of the need to reduce housing cost because of fixed incomes as well as a realization that when the children have moved away, or when a husband or wife has departed, that one or two people no longer need a three- or four-bedroom house.

Most housing for the elderly is in scattered units throughout the community. These units are either small single-family homes or apartments. A substantial portion of the single-family units owned by the elderly are owner-occupied. Three major, privately owned housing complexes for the elderly, with a total of 192 units, are located in Yuba City. In addition, the Sutter County Housing Authority has approximately 103 units at Richland Housing Center and scattered Section 8 sites throughout the area for the elderly and handicapped. Another 24 units of elderly/handicapped housing were completed in the summer of 1984 on Joann Way by the Housing Authority, with an additional 76 units which were approved under an Article 34 referendum still to be built when a site is selected and HUD approval is obtained or the availability of some other financing vehicle.

As in other communities, the rising cost of housing is greatly affecting those persons on fixed incomes. Emphasis on providing additional low-cost housing which is convenient to services should be made. Yuba City further encourages, through its Housing Assistance Plan (HAP) and the Housing Authority, the provision of additional assisted housing for the elderly.

One option that should be further studied is the possibility of reducing City requirements on elderly housing projects in order to reduce the costs. For example, one method to reduce the cost per unit is to reduce parking standards for elderly housing projects. It appears from the 1980 Census that of the 551 renter occupied households in Yuba City where the householder or householder's spouse was over 65, at least one-half had no vehicle available.

Another option available to both increase the number of units and decrease the cost of the unit for elderly housing is the use of the State's "granny housing" provisions or the City's second unit provisions. Single-family residential properties in neighborhoods where over-crowding is not a potential problem and where sufficient area exists, may support more granny and/or second-unit housing to increase the supply of very low- and low-income housing.

As noted earlier, many elderly householders reside in dwelling units that are entirely too large for one or two people. Since they generally own these units, they are somewhat reluctant to sell. Costs continue to rise and erode buying power of fixed incomes. As a means of increasing the supply of housing available to the elderly as well as a means to assist elderly householders with meeting monthly housing costs, several communities in the State have developed housing referral systems. The system attempts to make use of those "empty" bedrooms by matching up elderly householders with other elderly persons. Such a program could be facilitated by a City Housing Coordinator and possibly as a joint venture with the Housing Authority.

b. Handicapped

A second large group of identifiable individuals with special housing needs are those non-institutionalized persons with some form of disability. The 1980 Census does not contain housing related disability data. Table F-15 uses information on public transit and work-related disabilities to infer housing disability status.

Housing for the handicapped requires certain modification from standard construction specifications in order to provide mobility, safety and convenience to allow handicapped persons to live independently. The recently constructed 24 units of senior/handicapped housing by the Housing Authority on Joann Way and other new apartment units in the Urban Area are providing desirable features necessary for the handicapped to maintain independent living. Some older units have been modified by individuals to provide at least some of those features.

TABLE F-15

DISABILITY STATUS OF NONINSTITUTIONALIZED PERSONS

	Yuba City	Urban Area	Sutter County
16-64 years	1,340	2,300	3,246
Total disabled	809	1,422	2,069
Prevented from working	709	1,205	1,683
Public transit disability	333	493	710
Public transit and work disability	333	476	653
65 years plus			
Public transit disability	312	540	886

Source: 1970 and 1980 Census

As of September 15, 1984, the State of California required that all new apartment projects meeting minimum size requirements provide a minimum number of units fully accessible to the handicapped. This requirement helps in providing housing for the handicapped; however, given the total number of individuals represented in Table F-15 as having some form of disability, this will not be enough to meet the existing need. Therefore, Yuba City and Sutter County must continue to encourage and support efforts to provide additional modified dwellings. To this end, the City of Yuba City has identified a short-term need for additional housing units in its HAP for seniors and the handicapped. Additionally, the City has approved an Article 34 referendum allowing the Housing Authority to construct up to 100 units for seniors and the handicapped of which the 24 units on Joann Way were the first phase.

New housing to be developed with City assistance shall include handicapped units.

c. Single-Parent Households

Since the early 1970's a new major special housing need group has developed. That group is the single-parent household. Table F-16 summarizes 1970 and 1980 single-parent households.

Single-parent households generally face two major housing problems. The first is the affordability issue and the second is finding housing which has conveniently located child day care facilities nearby.

The affordability problem primarily affects female single-parent family heads. Table F-17 lists mean 1979 income levels for all families by household head. From Table F-17, it is apparent that those families most in need of assistance are single-parent households with a female household head. Their family income is generally about one-half of either their male counterpart's income or of the married couple's income.

TABLE F-16

SINGLE-PARENT HOUSEHOLDS

	Yuba City	Urban Area	Sutter County
1970			
Female Family Head	417	N/A	900
Male Family Head	94	N/A	269
1980			
Female Family Head	938	1,346	1,660
Male Family Head	209	352	509

Source: 1970 and 1980 Census

TABLE F-17

1979 FAMILY INCOME BY HOUSEHOLDER TYPE

	Yuba City	Urban Area	Sutter County
All families	$19,206	$22,446	$22,253
Married couple families	$21,385	$24,276	$23,700
Male householder, no wife present	$21,890	$18,814	$24,086
Female householder, no husband present	$ 9,889	$11,963	$11,350

Source: 1980 Census

The second issue related to single-parent households is the availability of child care services. Single-parent households with young children generally require some form of child care in order for the parent to work. The State has recognized the need for increased child care facilities through its exemption of family day care centers, serving less than 12 children, from local zoning regulations. The City allows larger day care centers with an unlimited number of children by use permit in any R-2 or R-3 Districts. The City allows full day care centers in any commercial district by right and in the industrial districts by use permit.

d. Large-Family Households

Another group with a recognizable special housing need is the large family households. Although not specifically sampled in the 1980 Census, an inference of the degree of large family overcrowding can be gleaned by examining Census data on the numbers of households with 1.01 persons per room. The 1.01 persons per room standard is generally considered the threshold level for overcrowding. Table F-18 compares overcrowding data from 1970 to 1980.

TABLE F-18

HOUSEHOLDS WITH MORE THAN 1.01 PERSONS PER ROOM

	Persons per Room	1970	1980
Yuba City	1.01 to 1.50	218	198
	1.50 plus	60	94
Sutter County	1.01 to 1.50	843	680
	1.50 plus	301	435

Source: 1970 and 1980 Census

One of the more interesting points in examining Table F-18 is the absolute number of overcrowded households remained almost the same from 1970 to 1980. This was despite experiencing a significant increase in the number of households in both the City and County. Two possible reasons for this lack of an increase are, 1) the general trend during the 1970's towards smaller families and, 2) the decrease in agricultural housing due to farm mechanization.

Despite the relative decline, there still exists almost 300 overcrowded units in Yuba City and many more in the remainder of the Urban Area. A great number of these units are also reflected in Table F-7 as units paying more than either 25% or 30% of the monthly household income for housing costs, since overcrowding is often associated with overpaying and low-income households.

The Sutter County Housing Authority's waiting list from May 2, 1990, which the Housing Authority indicated is fairly typical, lists only 63 households needing four-bedroom units and 5 households as needing five-bedroom units. These units represent only 6.35% of the Housing Authority's total waiting list countywide.

HOUSING AUTHORITY WAITING LIST
Applicants as of May 2, 1990
Household Income By Project*

Annual Income	Live Oak Public Housing	Yuba City Public Housing	Live Oak Elderly	Yuba City Elderly	Yuba City FmHA 514/516	Section 8	Total HH
$0 - 1,999	0	0	0	0	0	1	1
$2,000 - 3,999	1	0	1	0	1	18	21
$4,000 - 5,999	8	5	6	0	5	37	61
$6,000 - 7,999	24	42	39	9	23	244	381
$8,000 - 9,999	19	36	6	1	25	210	297
$10,000 - 11,999	9	20	2	1	20	71	123
$12,000 - 13,999	2	10	1	1	5	61	80
$14,000 - 15,999	2	9	0	0	7	37	55
$16,000 - 17,999	1	7	0	0	2	21	31
$18,000 - 19,999	0	1	0	0	1	6	8
$20,000 - 21,999	0	1	0	0	3	5	9
$22,000 - 23,999	0	1	0	0	2	1	4
$24,000+	0	0	0	0	0	1	1
Total Households	66	132	55	12	94	713	1072
Median HH Income	$8,000	$7,055	$7,051	$7,333	$9,440	$8,538	$8,485

* Note: 90% of the units on the waiting list are in the Very Low Income range while 10% are in the Low Income range. The Housing Authority indicates that the waiting list is reflective of its client makeup for the existing housing projects that it manages.

Source: Housing Authority of Sutter County

e. Farm Worker Housing

Sutter County, as an agriculturally based County, needs to provide housing for migrant workers. However, the type of farming in Sutter County is undergoing a change from labor intensive to machine-oriented crops. Because of this change, there has been a leveling-off of demand for migrant farm worker housing. Employment in agriculture has been declining slightly in the past few years and the trend is expected to continue for the next several years. The Sutter County Housing Authority maintains 304 units for use by farm and migrant laborers. Of this number a migrant farm labor project of 78 units, which is owned by the State of California and operated for a maximum of six months a year by the Housing Authority, has had no problems the last several years filling all vacant units. These available units have for the most part appeared to satisfy recent demands with little unmet housing requests.

The Farmers Home Administration has approved a 100-unit farm housing project in the unincorporated portion of the Urban Area adjacent to the Yuba City limits. The first 52 units of this project were completed in the spring of 1990. They are served by City water and sewer facilities and are anticipated to be annexed in the near future.

In addition to these publicly maintained quarters, some privately owned quarters are maintained on individual farming units in rural areas. These private units have declined in number in past years. This decline was caused by two factors--the lessening reliance on migrant workers and the increased cost of maintaining the housing units in safe and acceptable condition. The Sutter County Zoning Code allows the establishment of on-site farm housing (mobile home or conventional dwellings) in agriculaural areas for workers employed on the premises without formal approval requirements by the Planning Commission or the Board of Supervisors. These units generally provide housing for long-term farm employees. Although the demand for farm labor housing may be declining, maintenance and enhancement of quality should be maintained.

f. Housing for the Homeless

Housing programs for the homeless are generally targeted for two client groups - (1) local residents in need of emergency and/or long term shelter and (2) transients. Transients requiring housing generally only require short-term or emergency shelter. The Sutter County Sheriff's office and the Yuba City Police Department personnel have both indicated the development of a semi-permanent transient, homeless population living along the Feather River. (Estimates available for this population group show less than 35 people.) No data exists on the proportion of families included in the estimates.

The Sutter County Housing Authority provides long-term housing assistance to County residents. The Authority is required to provide preference to those families and individuals meeting certain financial requirements that suddenly become homeless due to disaster or eviction. Unfortunately, since the Authority's units are nearly always occupied, they seldom have space available for those that suddenly become homeless. Additionally, as previously noted, the Authority only provides long-term housing, not short-term emergency housing. Those residents seeking short-term, emergency shelter must seek such help from one of several private, nonprofit organizations. The primary agencies providing such assistance locally are The Salvation Army Family Service Center, the Red Cross, the Christian Assistance Network and the Sutter County Welfare Department. Other local religious organizations also provide some housing assistance.

The Salvation Army Family Service Center administers an emergency housing program for residents of Sutter and Yuba Counties. Its program, which is funded mainly by the Federal Emergency Management Agency (FEMA), is extremely short term. It provides housing of only three days in a local motel. (The Service Center provides other assistance, providing that donated funds are available, but that other assistance is short term and generally does not exceed one week.) Under the FEMA program, all parties requesting assistance must have received an eviction notice. The Service Center does not provide assistance under the FEMA program for disaster victims.

Disaster victims, created by major disasters such as the 1986 flood or minor disasters such as an individual house fire, generally must seek assistance from the Red Cross. That agency provides short-term and some moderate-term assistance, but they are limited by available funds. During a major disaster, the Red Cross provides mass care facilities as necessary.

The Christian Assistance Network (CAN) provides financial assistance for area residents equal to one month's rent or two weeks in a local motel for victims of fire or eviction. CAN also provides temporary shelter for transients from one to three days in area motels. Because of limited funds CAN often refers requests for assistance to the Salvation Army. The Sutter County Welfare Department provides up to 28 days of housing to the homeless. Contracts with local motels in Yuba City exist to provide housing.

There are two organizations providing emergency shelter to the homeless on a consistent basis. They are the Twin City Rescue Mission and The Depot, both located in Marysville. The mission is supported by private donation and provides meals and a place to sleep to transients for up to three days. The Depot (operated by the Salvation Army), acting as a regional service for the bi-county area, also provides room and board for up to 60 days with the average stay being 22 days. All users are considered low income, however, no specific income information is available. The facility is accessible to the elderly and handicapped with a waiting list

of 2 to 5 families. The City has set aside $20,000 in CDBG monies for The Depot to have fund operational expenses during 1991. In addition, the City applied for and received a $9,500 grant from the HCD Rural Development Assistance Program for the Depot.

Another need for emergency housing is for those individuals who are victims of family abuse. Casa de Esparanza provides shelter for battered women and children. Opened in 1977 and located in Yuba City, the shelter provides moderate-term housing extending to 60 days with the average stay being 30 days. The shelter houses all that come with 30 official beds available and more can be created when needed. All those that stay at the shelter are considered low income persons but no one is turned away due to financial status. Statistics show that 7 percent of the clients are 60+ years of age. The facility is 100 percent handicapped accessible. The shelter is partially funded through private donations. The representatives from Casa de Esparanza have indicated that they are regularly asked to house 45 to 60 people. Casa is currently attempting to fund the expansion of the facility to include 15 additional beds. They note that due to State and Federal funding cutbacks, a reduction in staff and services may result.

Facilities are located primarily in Marysville to provide temporary housing for displaced juveniles, unwed mothers and alcoholics. In addition to special facilities, Sutter County has made arrangements with private homes for temporary foster care for displaced children. It appears that these facilities are adequate for the near future and a reappraisal should be done in three to five years.

Should an assistance agency or a private developer wish to establish a homeless facility in the Yuba City area, sufficient R-3 zoned land (see Land Inventory chart, Page 34) is available throughout the City to allow a choice of sites for development.

7. Local Housing Programs

The principal agencies providing housing assistance in Sutter County are the Sutter County Housing Authority (SCHA) and the Farmers Home Administration (FmHA). As of August, 1990, SCHA provided assistance to 1,010 units in Yuba City. That figure represents over 9.2% of the City's households. Table F-19 lists those assisted units by program, and Table F-20 lists housing assistance program target groups.

TABLE F-19

EXISTING ASSISTED HOUSING UNITS
July,1990

Program Type	Complex Name	Total Units	Waiting List	Households Waiting	Income Categories 0-50%	Income Categories 51-80%	Elderly Households	Handicapped Households	Disabled Households	Occupancy Tenure
Section 8*	Sutter Village	74	22		20	2	74	6		4 years
80/20**	Peachtree Apartments	16	4		na	na	7	1		6 years
Section 236	Spencer Arms Apartments	64	45		na	na	4			3 years
Section 8*	Queen Ann Apartments	80	30	16	72	8	8	1		3 years
	Total	234	101	16	92	10	93	8		

* Section 8 for new construction.
** Of the 80 units 20% (16) are subsidized.

Program Type	Sutter Co. Hsg. Authority	Total Units	Waiting List	Large(3BR) Households Waiting	Income Categories 0-50%	Income Categories 51-80%	Elderly Households	Handicapped Households	Disabled Households	Average Occupancy Tenure
Rental Assist.	Section 8/Certificates & Vouchers	472*	131	44	152	21	58	15		3 years
Public Housing	Low Rent(In City)	124	142	48	136	16	45		8	5 years
Section 514/516	Phases 1,2, & 3	180	84	42	68	16				5 years
	Total	776	357	134	356	43	103	15	8	

* Of 555 units 91% (505) are within Yuba City limits.
Source: Sutter County Housing Authority

The Housing Authority is funded principally by Federal funds. It administers local programs for the U.S. Department of Housing and Urban Development (HUD), FmHA and the State of California Department of Housing and Community Development. It also owns and operates a 44-space trailer park, not included as an element of the total number of assisted housing units.

SCHA provides rental assistance programs and has been approached by HUD to administer a Section 8 Modified Rehabilitation Program. This program provides from $5,000 to $10,000 of low interest rehabilitation loans per unit as long as the unit will be made available for long-term use under Section 8 Rental Assistance. SCHA has indicated to HUD that it is interested in the program, but because of the staffing responsibilities required, it would need an initial allocation of 75 to 100 units.

The Farmers Home Administration (FmHA) finances several housing projects in the unincorporated portion of the Urban Area. (Because of restrictions, it may only undertake projects in rural areas or communities of less than 10,000 population.) FmHA finances new construction projects, home purchases and rehabilitation, as well as some renter assistance.

8. Private Non-profit

Private units in the Urban Area providing subsidized rents include 234 apartment units in four separate complexes in the Urban Area. Table F-19 examines each of the apartment complexes and analyzes the various income and occupancy characteristics.

TABLE F-20

SOURCES OF FUNDING FOR HOUSING

Section 8 (HUD)*	Low-income rental assistance	Private Apartment owners
Section 202 (HUD)	Elderly & handicapped	Private or non-profit organizations
Section 312 (HUD)	Rehabilitation loans	Private owners
Section 302 (FmHA) (not available in Yuba City)	Home ownership & rehabilitation	Private individuals
Section 504 (FmHA)	Home repair	Low-income persons
Section 514 (FmHA)	Rural rental	Public & private organizations
Section 514/516 (FmHA)	Farm labor housing	Public/private farmer corporations

*Requires that the local community pass a new Article 34 referendum to authorize additional assisted housing.

Mortgage Insurance Programs - Several programs are operated by HUD for individual homeowners and groups for single-family, small apartments, mobile home parks, nursing homes, home improvement, credit risks, condominiums, new and existing multiple- family housing, cooperatives and low- and moderate-income persons. In addition, the Veterans Administration sponsors mortgage insurance plans for homes and mobile homes. The Veterans Administration also offers home purchase grants to disabled veterans.

Yuba City and Sutter County both converted portions of their allocations of Mortgage Revenue Bond capacity to the Mortgage Credit Certificate (MCC) program. The MCC program provides a reduction in federal taxes owed by low- and moderate-income households (under $45,770 depending on family size in 1991). The reduced tax liability for first time home buyers provides additional disposable income that can be used to qualify for financing.

The Sutter County Housing Authority has been assigned to administer the program. It had issued 120 certificates between the inception of the program in April 28, 1988, and December 31, 1989. The following information details the results and shows the success the program has had in assisting first-time homebuyers in acquiring a home.

MORTGAGE CREDIT CERTIFICATE PROGRAM FOR YUBA CITY 1988-89

Year	Total Mortgage Amt	Total 20% MCC Credit Amt	# of MCC's Issued
1988	$2,405,130.00	$481,026.00	35
1989	$5,882,931.00	$1,176,586.20	85
TOTAL	$8,288,061.00	$1,657,612.20	120

New Construction:	28 (24%)	Lowest household income:	$16,800
Single Person Households:	32 (27%)	Highest household income:	$38,400
Two person households:	37 (31%)	Average purchace price:	$70,298
Four or more person households:	26 (22%)	Average mortgage amount:	$67,327
Minority household participants:	24 (20%)	50% of median income:	(0) 0%
Household incomes above $30,000:	63 (53%)	80% of median income:	(4) 4%
Household incomes below $30,000:	57 (48%)	At or below area median	
Average household income:	$29,092	income of $25,300:	(31) 26%

Source: Sutter County Housing Authority

The second and third applications for additional conversion of bonds for use in the MCC program were approved for use in 1990 and 1991. Funds totaling $3,250,000 were allocated for use in the entire County, including Yuba City. The Housing Authority anticipates 208 certificates being issued. Of these funds, initial projections are for 25% to be used for new construction and 25% for those households having less than 100% of the 1990 median income ($26,500).

The Yuba City Redevelopment Agency will set aside 20 percent of the tax increment for preservation and expansion of low- and moderate-income housing. Starting in 1990, about $132,000 per year may be available. It is anticipated that a City agency or the Sutter County Housing Authority will administer the program. These funds, although generated by the Yuba City Redevelopment Agency, may be utilized anywhere within the incorporated area. The City has assigned $90,000 of CDBG "entitlement" funds as seed money for the program in 1990.

In 1990, the State enacted general obligation bond programs established by Proposition 77 (California Earthquake Safety and

Housing Rehabilitation Bond Act of 1988) and Propositions 84 and 107 (Housing and Homeless Bond Acts of 1988 and 1990, respectively) are being implemented by the State of California Department of Housing and Community Development to help finance low- and very low-income housing projects and programs. These funds may be used for the following activities.

- Acquisition and rehabilitation of rental housing and residential hotels;
- Rehabilitation of owner-occupied housing;
- Seismic rehabilitation of multi-family rental housing;
- Rental housing construction;
- Acquisition and rehabilitation of emergency shelters;
- Development of migrant farm labor centers; and
- Development of congregate housing for families and the elderly.

Available programs which could provide funding for various housing activities in Yuba City to either government agencies or non-profit corporations are:

- Family Housing Demonstration Program: Development of new affordable rental or cooperative housing that provides on-site support services for low-income families. This program provides 20 to 30-year, 3% interest, deferred-payment loans to decrease construction and long-range operating cost for community or congregate housing which may be conventional rental units or units in a cooperative.
- California Energy Conservation Rehabilitation Program: Provides assistance for low-income households in energy rehabilitation of owner and rental farmworker housing, residential hotels and rental housing occupied by the elderly or handicapped. Program provides grants of up to $2,000 and loans of up to $5,000. Loans are deferred and may be forgiven upon meeting specific criteria.
- Predevelopment Loan Program: Provides predevelopment capital for starting low-income housing projects. Terms are seven percent (7%) loans for up to three (3) years.
- Emergency Shelter Program: Provides grant funds for emergency shelters for homeless individuals and families.
- Farmworkers Housing Grant Program: Program provides construction or rehabilitation grants for the purpose of providing owner-occupied and rental units for low-income agricultural workers. Providing conditions of grant are agricultural workers. Providing conditions of grant are

complied with, no repayment is required. Requires 50% matching funds.

- Federal Emergency Shelter Program: Grant assistance for the provision of emergency shelter for homeless individuals and families.

- Senior Citizen Shared Housing Program: Grants to assist in the development and operation of senion citizens match-up or shared group resident programs.

- Mobilehome Park Assistance Program: Provides low-interest loans for low-income resident purchase of a mobilehome within a mobilehome park.

9. Special Housing Problems

a. Conversion of Rental Units to Condominiums

Between January, 1978 and July, 1984, Yuba City had requests to convert 201 apartment units into condominiums. That number represents 5.0% of the 3,989 rental units surveyed in the 1980 Census. None of those conversions occurred by 1990.

The conversion of rental units could pose several significant questions. When rental units are converted to condominiums, the stock of rental units is depleted, thereby putting pressure on the rental housing market. This pressure both drives up rental rates and creates shortage of rental units.

A more significant problem is the forced eviction of existing tenants by new owners, either because of an artificial rental rate increase or the desire of the new owner to occupy the unit. Eviction of tenants can cause particularly severe hardships on the elderly and low-income families when done with little notice or when done at a time of extremely low vacancy rates.

Additionally, neither the Subdivision Map Act or the State's Planning and Zoning Law pre-empt local communities from further regulating the conversions of rental units. Yuba City, which contains about 95% of the entire Sutter County rental apartment stock, has adopted regulations governing those conversions. The major points of those regulations are as follows:

1) A vacancy rate above five (5%) percent of all rental units must exist prior to allowing conversion. This provides that an adequate supply of alternative rental housing units is available for those tenants being displaced and for new households forming in the community. (The 1991 Apartment Survey revealed a vacancy rate of apartments in the Urban Area to be 3.41%).

2) Notice must be provided to existing tenants to allow them sufficient time to be heard in the planning process and, if necessary, to start making plans for alternative housing.

3) Assistance for relocation must be provided for those families with children, elderly or handicapped. This requirement is necessary in order to avoid placing an undue burden on those families.

4) The existing physical facilities must be brought up to a stated minimal level of soundness and livability, and future owners must be provided a warranty against unexpected major repair or replacement cost.

5) Diverse financing terms must be available to allow existing tenants the opportunity to purchase their home.

b. Conversion of Mobile Home Parks

A second type of conversion activity and one that can be significantly more disrupting than the conversion of apartments, is the conversion of a mobile home park to another type of use or ownership, e.g., conversion to a shopping center or to a mobile home subdivision. Generally, the lessee of a space in a mobile home park owns the mobile home. That mobile home can be worth between $20,000 and $60,000 and can cost up to $4,000 to be moved. Most mobile home park residents are over the age of 50 with a very high percentage being retirees on fixed incomes. A $4,000 moving expense is beyond their means; therefore, they are forced to sell their home or go into debt which may force a lifestyle change.

Additionally, when the conversion of a mobile home park is to a commercial or industrial use, the conversion destroys that residential neighborhood, completely disrupting the lives of its residents. Friendships that may have existed for a decade or more over the back fence will have been severed.

If the conversion of the park is from a rental park to a mobile home subdivision, the total effect upon the neighborhood is not quite so devastating; however, the effect upon many of the individuals who may be forced to move is still the same.

If the residents cannot afford the $20,000 to $30,000 cost to purchase the lot that they lease, then they are still forced to move. They may be able to sell their mobile home to the party who purchases the space upon which it sits, but that is not likely since most people who spend upward of $30,000 to purchase a mobile home subdivision lot also want a brand new mobile home.

Therefore, the existing residents of a mobile home park have a problem. If they cannot afford to purchase the lot and the new landowner does not want to purchase the mobile home, they are forced to either move the mobile home to another lot or sell to another party at a substantial loss.

The problem with moving a used mobile home to a new lot in another mobile home park is three-fold. First is the cost; as stated earlier, it can cost upward of $4,000 to move a mobile home.

Second is the availability of vacant mobile home lots. As of January, 1990, there were 911 permanent mobile home park spaces in the 14 mobile home parks in the Urban Area. Only 8 of these spaces were vacant for a vacancy rate of nine-tenths of one (.9%) percent. If even the smallest park in the Urban Area were to convert to a subdivision, many area residents would have to leave the area.

As identified earlier, the Urban Area contained 2,700 acres of vacant planned and/or zoned residential property. Since all of this acreage can be developed at densities suitable for mobile home parks, it is therefore all available for that use. Full urban services are readily available at this time to about one-half of the area.

Finally, the third major problem with moving a used mobile home is finding a park that will accept it. Most first class mobile home parks, in order to assure themselves a good visual image and retain their top-of-the-line standing, do not accept used mobile homes into the park. Mobile home parks such as Del Prado or Village Green will only accept new mobile homes for new setups. Therefore, if a resident of a first-line park is faced with a conversion and cannot afford to purchase his lot, that resident is forced to accept a somewhat less desirable living environment, if at all available, in order to retain his existing home at a new location.

It is fairly obvious that the conversion of a mobile home park to another use -- either commercial/industrial or mobile home subdivision -- can be a fairly substantial disruption in a neighborhood and/or the lives of its residents. Current State provisions provide very little protection to the residents, leaving it up to the local community to be sensitive to the needs of its citizens. Given the relatively substantial disorganization a conversion can cause, requirements similar to apartment conversion requirements could be imposed. Possible regulations to govern conversion are as follows:

1) The applicant shall provide a relocation plan that effectively provides assistance to all parties being displaced. The relocation plan shall include a survey of alternative sites available and their comparative cost, provision for payment of one-half of the expense of moving any mobile home that must be relocated, provisions for 180-day notice to tenants prior to termination of tenancy, and provision for a 120-day period after recording the final map, parcel map or other action granting final approval to a conversion project prior to termination of tenancy.

2) Conversion projects shall not be approved unless adequate provisions for the relocation of all tenants forced to relocate has been provided. Tentative maps, development plans or other permits as necessary, shall be conditioned to assure that adequate, reasonable relocation assistance is provided.

3) The applicant for conversion shall provide a current list of names and addresses of all tenants. All tenants shall be provided notices of all hearings related to any conversion.

10. Energy Efficient Housing

Over the last decade, the cost of running a household has risen dramatically. A major part of that increase is due to energy costs which have risen approximately 90% between 1985 and 1989. As the cost of home energy goes up, fewer dollars become available for food, clothing, house payments or other portions of a family's monthly budget.

In order to restrain the cost of energy, all levels of government have promoted programs of conservation. In Yuba City local energy programs have been limited to enforcement of building code requirements that result in some energy savings for new construction. This may not be sufficient to meet residential needs in the future. Of 20,351 total County housing units in 1980, only 19.5% were built after 1975. The remaining 80% or so were built during an era of very little concern for energy costs. While these pre-1975 units are generally sound housing, many of them are energy insufficient and could benefit from cost-effective retrofit programs.

Recognizing the need for energy efficient housing, the Yuba City HAP proposes an annual assistance to 84 units of low- and moderate- or elderly/handicapped housing. This identified assistance need is probably lower than the total annual assistance provided by the agencies identified in Table F-21 as providing some form of housing energy assistance.

TABLE F-21

Organization Providing Assistance	Target Group	Type of Assistance
P.G. & E.	Low income and seniors	Energy audits and zero interest loans for home weatherization
Sutter County Housing Authority	Low income, seniors and landlords	Energy audits and assistance in obtaining weatherization repairs and financing from others
Butte County Rural Opportunity Resource Center	Low income households and seniors	Energy audits, minor home repairs and weatherization at no cost to qualified party

Additional energy savings are possible through changes in local zoning ordinances, design alternatives, subdivision review procedures, environmental assessments and implementation of State mandates such as the Solar Rights Act of 1978 and the Title 24 building standards effective July, 1988.

11. Housing Rehabilitation and Replacement

Expressing the belief that retaining existing housing stock in a safe, sanitary and sound condition is of utmost importance, the Sutter County Housing Advisory Committee and other interested groups and individuals recommended that a housing rehabilitation program be developed. As part of their respective application for Community Development Block Grant (CDBG) funds in 1977, both Yuba City and Sutter County proposed a rehabilitation program directed toward low- and moderate-income families to be operated by the Sutter County Housing Authority. Both applications failed to receive funding. New CDBG monies were set aside for housing rehabilitation in 1988 and 1990 totaling $200,000. This money, along with assistance set aside from the newly formed Redevelopment Agency started in 1990, will allow a program to be established and administered by the Sutter County Housing Authority. This program, with CDBG money used as seed money and the continual infusion of Redevelopment Agency funds, should permit a program which can be effective for many years. It is anticipated that starting in 1991, approximately 20 very low- to moderate-income household units per year will be rehabilitated using these funds.

Some improvement in the housing stock appears to be occurring without direct local government assistance. Some deteriorated and dilapidated houses are being replaced through attrition, although at a very slow rate. Private rehabilitation of older units appears to be increasing as new housing costs soar and market forces provide a more favorable return on investments.

As an inducement to rehabilitation, Yuba City conducts an ongoing improvement district program. The City contributes substantially to street and other infrastructure improvements in areas needing that kind of rehabilitation. The general visual and structural improvement of the streetscape has encouraged the investment of private funds in rehabilitation and upkeep of nearby dwellings.

SACOG's 1979 Housing Opportunity Plan indicates a five-year need for rehabilitating 203 dwelling units in Sutter County, only 125 of which are in Yuba City. Since January 1, 1980, the City has issued 89 demolition permits.

In 1989, the housing conditions for the incorporated area of Yuba City were evaluated by the Rural California Housing Corporation based upon State Department of Housing criteria which rated the conditions of five housing elements: foundation, roofing, siding, windows and doors. The housing units ranged from standard--no repair needed to dilapidated, meaning all rated systems need repair and compliance with the Uniform Building Code would not be cost effective. The following is the results of the survey:

Condition	No. of Units	Percent of Total
Standard	7,758	74%
Minor	1,386	13%
Moderate	1,087	10%
Substantial	159	2%
Dilapidated	37	1%
Total	**10,427**	**100%**

Source: RCHC Housing Conditions Report, 1989

Since the passage of (State) Proposition 13 in 1978 and adoption of each Federal budget, it seems doubtful that substantial funding for housing rehabilitation will be forthcoming from State or Federal sources. A housing rehabilitation program that relies on cooperative pooling of community resources offers a great deal of promise. Many community-based programs in other parts of California have worked successfully on limited resources. Such techniques as developing a pool of volunteer carpenters, electricians, plumbers and other trades people that can offer consultation and work assistance to owners, creating tool loan services, providing energy audits and so on have been successful. A planning study has been undertaken in order to identify which programs could be most useful, which are most cost effective and what community resources are available. It appears that funds from the CDBG and Redevelopment Agency will allow an effective program to be operated. It is imperative that a city staff position be created to insure cooperative pooling and leveraged investments in housing.

SELECTED HOUSING STRUCTURE CHARACTERISTICS*

Year Structure Built	Sutter County	Yuba City	Live Oak	Sutter Uninc.
March 1980-1989	4,294	2,240	311	1,743
1979-March 1980	4,455	2,302	191	1,962
1970-1974	2,617	2,302	135	1,440
1960-1969	4,721	1,707	182	2,832
1950-1959	3,499	1,521	177	1,801
1940-1949	2,331	1,061	176	1,606

*The March 1980-1989 period is based upon activity reports for that period. Pre-March 1980 data is based upon 1980 Census data. Actual 1990 jurisdictional distribution will be different due to annexation of almost 600 dwelling units to the City of Yuba City during that period.

HOUSING UNIT TYPE AND STATUS - 1990

	SUTTER COUNTY	YUBA CITY	LIVE OAK	SUTTER UNINC.
TOTAL	24370	10887	1413	12070
SINGLE FAMILY DETACH	15599	5152	991	9456
SINGLE FAMILY ATTACH	546	275	37	234
MULTIPLE FAM. (2 -4)	2188	1611	104	473
MULTIPLE FAMILY (5+)	4400	3423	218	759
MOBILE HOMES	1637	426	63	1148
PERCENT VACANT	6.84	5.53	6.37	8.09
PERSONS PER HH	2.82	2.53	3.18	3.05

Source: State Department of Finance Population & Housing Estimate

12. Constraints on the Housing Market

The ability of the housing market to supply an adequate number of new dwellings to meet annual demand is affected by a variety of influential factors including, but not limited to, material, labor, capital (financing), land and holding costs. In general, private market forces affect raw land, development of land, building construction, interest, profit, overhead, and marketing costs.

Local government actions affect raw land, development, fee and permit costs. In addition, application processing time can have an effect on interest charges. Processing time is not a problem in the City under current tast-track systems. For the sake of this element, local government is considered as not having an effect on the cost of constructing the dwelling itself. The construction of the dwelling is regulated by the Uniform Building Code or other similar nationally published standard, and with minor exception, does not change to any great degree from community to community.

a. Private Market Constraints

Based on a U.S. Department of Housing and Urban Development (HUD) notice for public housing development costs in March 1988, the following cost per unit can be calculated. When developed privately rather than publicly, there is a 35% reduction in cost per unit since the Davis-Bacon Act requirement for payment of prevailing wage is not involved. The costs shown for each unit built privately are comparable with actual projects currently being developed in Yuba City.

PUBLIC HOUSING DEVELOPMENT COST

Structure Type	Bedroom Size	No. of Units	UTDC*	Total
Detached &	2-BR	30	$ 66,750	$ 2,002,500
Semi Detached	3-BR	15	$ 85,150	$ 1,277,250
Total		45		$ 3,279,750
Publicly built and owned; cost per unit:			$56,383	
Privately built and owned; cost per unit:			$36,649	
Walkup	2-BR	30	$ 52,600	$ 1,578,000
	3-BR	15	$ 67,100	$ 1,006,500
		45		$ 2,584,500
Publicly built and owned; cost per unit:			$49,850	
Privately built and owned; cost per unit:			$32,403	

*Unit Total Development Cost
Source: 1990 UTD Costs (HUD)

Local real estate listings for 1981 indicated that within the Urban Area, a new three-bedroom, two-bath, single-family detached tract house of just over 1,300 square feet on a 6,000 square foot lot could be purchased for between $67,500 and $73,500 -- depending on the location and the individual builder's choice of minimum "extras". These costs did not appreciably change from 1981 to 1988, but subsequently leaped upward. An adjusted average sales price for 1990 is approximately $116,700 -- sales price can be broken down as shown in Table F-22.

TABLE F-22

MAJOR COST COMPONENTS
SINGLE-FAMILY RESIDENCE

Lot - (land cost + development)	$39,700	34%
Building (construction and labor)	49,000	42%
Interest	4,700	4%
Fees & Permits	5,800	5%
Profit, Overhead and Marketing	17,500	15%
Totals	$116,700	100%

These cost figures may vary considerably depending upon whether the site is within the City or County, its proximity to or extent of existing public facilities, size of the project, density and other factors. The following sections provide a more detailed explanation of the components listed in Table F-22.

1) Land Cost and Availability

Land cost for residential development contributes approximately 21% to the final selling price of a new single-family home. This cost may vary depending upon project density, location, existence of nearby infrastructure and type of development. For example, land located on the periphery of the Urban Area may be less expensive than land more centrally located but may require the extension of costly utilities. Outside the Urban Area in the rural communities, raw land costs are considerably cheaper on a per-acre basis, but because of the large minimum lot size due in part to a lack of sewage and public water, the net saving is not that great. Overall, raw land and lot improvement costs contribute approximately 34% to dwelling costs.

As previously noted, the direction of the last decade has been toward multiple-family housing development as a larger percentage of the total units being constructed. This is due in part to the lower cost per unit price of multiple-family housing. Part of this saving can be attributed to higher densities, thus spreading the costs of land and development over more units. For example, at land costs of $35,000 per acre for a single-family residence in Yuba City and lot development costs of $7,700 per lot, total land and development cost is $16,450 per dwelling. However, multiple-family housing -- even with a higher raw land value cost -- can reduce overall land and lot development cost to between $7,000 and $10,000 per dwelling.

The chart below depicts the developable land available for residential development in and adjacent to the City in the next five years. Probable development in the Low and Medium density designations were calculated at 4 and 25 units/acre, respectively. These densities are what single-family and multiple-family developments have occurred over the last 3 to 4 years. Even if all development were constructed at the low end of the density range, this number would still far exceed the more realistic target objective broken down on Page 57.

R-1 and R-2 land can only be used for residential purposes. R-3 land is occasionally used for office development on a limited scale. The actual density of development occurring in R-3 zoned areas amounts to 25 to 30 units per acre. New proposals are being made to limit multi-family development to a minimum of 20 units per acre and a maximum of 45 units per acre. Those same proposals include single-family units at 3 to 16 units per acre. All of these properties are zoned for residential use and have full City services available to them. Based upon the projected need for 22,794 housing units in 2005 (Table F-2) in the Urban Area, approximately 924 acres of land will need to be developed for urban uses (817 acres at low density residential and 107 acres at medium to high density residential). Based upon this estimate, the City Urban Area already has a sufficient amount of residentially designated land as will be needed between 1990 and 2005.

INVENTORY OF AVAILABLE RESIDENTIAL LAND								
GENERAL PLAN DESIGNATION	D.U./ACRE RANGE	ZONING	VACANT ACRES			DWELLING UNIT POTENTIAL		
			CITY	COUNTY*	TOTAL	HIGH	LOW	PROBABLE
LOW	2-8	R1/R2	656	268	924	7392	1848	3696
MEDIUM	7-30	R3	172	28	200	6000	1400	5000
		M1	5		5	100		100**
TOTAL			833	296	1129	13492	3248	8696

* LAND ANTICPATED TO BE ANNEXED TO THE CITY WITHIN 5 YEARS.

** APPROVED 100-UNIT ASSISTED RENTAL DEVELOPMENT.

2) Construction Material and Labor Costs

Construction materials and labor costs together represent the single largest component of the final purchase price of a home. For a single-family residence, they account for 42% of the cost of a local development.

Material and labor are increasing at a faster rate than the Consumer Price Index (CPI). Data supplied by Bank of America's Appraisal Department shows a 191% increase in labor and material costs from 1974 to 1980, while the CPI increased 175% during the same period. One major reason for this increase is the tremendous growth in the cost of energy. Harvesting, manufacture and transportation of building materials involves a substantial use of energy in one form or another. Therefore, increases in material costs are directly related in increases in energy costs.

Labor costs, like material costs, have risen at a rate which exceeds the CPI. The average labor cost increase from 1974 to 1980 was 183%. Several alternatives are available for reducing the labor costs of a dwelling. Some benefits are derived due to the scale of large construction projects. When a single developer can maintain a crew on a year round basis, minor cost savings can occur.

The best mechanism for reducing labor costs is the use of a non-site labor force. Average 1980 labor costs for site-built "stick housing" was approximately $20.00 per hour. At the same time, labor costs for manufactured housing (including mobile homes) were running between $6.00 to $10.00 per hour. Manufacturers of factory-built housing claim savings of several thousand dollars per unit. However, there is some reluctance on the part of the public to purchase a manufactured house. A local manufacturer of mobile homes has indicated that mobile homes compatible to site-built units can be provided at a cost savings of $5,000 to $7,000 per unit.

3) Financing

One of the major obstacles of new housing starts is the extremely high cost of financing. With interest rates since 1979 twice soaring to record rates of over 20%, new housing construction plummeted until 1984. Some minor relief occurred when interest rates dropped to near 9%, but that relief has not been sufficient to restore building activity to pre-1980 levels. After 1984, the housing market started to pick up and got a boost when interest rates reached a low of 8% in 1987. Presently, the interest rates are holding at or near 10% and the housing market is stable though slowly gaining momentum following the latest economic downturn.

Interest rates affect purchase price in two different ways. First, a developer or builder usually obtains a loan to finance usually "prime plus" or the prime rate plus some additional fixed percentage. The withdrawal of funds for construction usually occurs over a period of time. For the sake of illustration, assume it costs $50,000 to build a house and that the entire sum is loaned for one year. If the interest rate were 20%, then the financing charge would be $10,000, and the purchase price becomes $60,000 (the actual purchase price will be higher because of whatever profits are involved). However, if the interest rate for the construction loan were only 12.5%, then the financing cost would only be $6,250, and the basic sales price is reduced to $56,250.

As interest rates increase, fewer and fewer families can qualify for a home mortgage. Many banks and other private lending institutions use a figure of one-third of a family's monthly income as a standard when computing maximum monthly mortgage payment limits instead of 30%. On the surface this higher proportion of monthly gross income would appear to allow more low-income families to qualify for a home loan. However, when lending institutions compute monthly mortgage limits for loan qualification purposes, adjustments are made based on several factors, including after-tax disposable income and minimal monthly life style expenses. In general, the lower overall family income is, the more unlikely it is that a loan would be approved that requires a payment of more than 25% of monthly income.

Congressional tax "clean up" procedures have added to the reduction of apartment development. By eliminating some of the write off for rental properties, the federal legislature has eliminated to a large extent the ability of developers to create low rent apartments.

As can be seen below from the results of the 1988-89 Mortgage Credit Certificate (MCC) Program, all Census Tracts in the City and surrounding urban areas were involved. Recent discussions with lenders providing financing in the Yuba City area has shown the practice of "redlining" is not practiced in any areas of the City. Also shown, is the average purchase price by tract and the average household income involved. An interesting side note; of the 24 lenders trained in the workshop of the MCC Program, 16 actively participated.

MORTGAGE CREDIT CERTIFICATE PROGRAM
1988 TO 1989

CENSUS TRACT	NO. OF MCC'S	AVG. PRICE OF PURCHASE	AVERAGE INCOME
501	42	$80,833	$30,294
502	33	64,474	29,250
503	33	61,000	28,298
504	19	74,374	31,750
505	51	73,437	28,462
506	32	95,000	33,750
507	14	68,000	31,250
509	2	84,435	33,648
TOTAL	226	$71,731	$30,488

Of the 226 MCC's issued during 1988-89, 66 were for new construction. The remaining 160 MCC's allowed first time home buyers to purchase existing housing stock.

b. Local Government Constraints

Local government constraints to the provisions of new housing generally fall into the following broad categories: 1) Land use controls; 2) Permits and processing time; 3) Fees; 4) Provisions for services; and 5) Development requirements.

1) Land Use Controls

Sutter County is an important agricultural producer. With less than .4 of one percent of the total land area of California, Sutter County has 2.9 percent of all harvested cropland. With almost 1,300 individual farms, the County ranks among the top four counties in the state in the production of the following crops: hops, Ladino clover seed, honeydew melons, Persian melons, Clingstone peaches, dried prunes, rice, safflower and tomatoes. Total cash value of all crops, livestock and poultry in 1990 was almost $217.4 million.

One of the principal goals of Yuba City and Sutter County is the continuation of a strong, viable agricultural community. The two jurisdictions encourage urban-type uses to locate in existing urbanized areas. Non-agricultural uses are generally discouraged in the agricultural areas of the County.

The principal area of urban growth in Sutter County since 1950 has been the Urban Area consisting of the 1989 Yuba City Urban Area, including Tierra Buena and the urban fringe. The Urban Area has accounted for 86 percent of Sutter County's population and housing growth since 1970.

In the past the Yuba City Urban Area General Plan has allowed residential densities of up to 30 dwelling units per acre, although the City's Zoning Regulations have allowed up to 42 dwellings per acre and the County's Zoning Ordinance has allowed an unlimited

number in the highest density areas provided height, parking and lot coverage requirements can be met.

In order to encourage the greater production of low-cost housing, the 1989 Yuba City Urban Area General Plan proposes; 1) to add a new land use designation of High Density Residential; 2) to increase the maximum development density from 20 units per acre to 45 units per acre; and 3) to specify minimum development densities along with maximum development densities for each residential land use designation.

The Low Density Residential designation of the General Plan allows up to 8 dwelling units per acre. Although in existence since 1978, this density has seldom been reached or even approached. Until 1982, the minimum single-family lot size in Yuba City was 6,000 square feet and 8,500 square feet in Sutter County. In 1982, both Yuba City and Sutter County adopted 5,000 square feet as the minimum single-family lot size, although Sutter County does require a larger minimum when development occurs utilizing either a private well or septic tank system. Since this change several projects have been approved at densities higher than 4 units per acre under the Low Density Residential designation; however, the highest density of these recent projects was still only 5.95 units per acre (Eastcrest No. 2 - 1983).

In order to encourage creative design as well as a mixture of dwelling types and uses, both Yuba City and Sutter County have -- within their respective Zoning Regulations -- provisions for a Combining Planned Development (PD) District. One additional benefit of the PD District is that it provides a mechanism for increasing developmental densities up to the maximum levels specified by the General Plan. By use of the PD Combining designation, the minimum 5,000 square foot lot size of single-family residence areas, along with other minimum setback requirements, may be reduced to allow greater flexibility for condominium or group dwelling housing projects.

In order to encourage the of low-cost housing, the State legislature has required, through the Government Code, that each local community grant a 25% increase of density bonus to those projects providing at least 25% of the project as low and/or moderate cost housing. Although this section has been effective for several years, it has not been used locally, nor does it appear likely to be. Inasmuch as the maximum development densities allowed are usually greater than what most projects require, land cost locally is generally low compared to other more urban areas in the State and the comparative abundant supply of developable land, there does not appear to be any local interest at this time or in the foreseeable future in the density bonus mechanism.

Other inducements for affordable housing added to the Government Code over the last few years have been: a) provisions for "granny housing"; b) provisions for mobile homes on single-family residential lots; c) provisions for mobile home parks in all residential districts; and d) provisions for a second unit on

any residential property. In turn, both Yuba City and Sutter County have responded to each of these changes and adopted amendments to their respective Zoning Regulations and Zoning Code.

2) Permits and Processing Time

Locally, the development application approval process does not tend to create an unusual amount of delay. Most use permits, rezonings and tentative maps are processed within one to three months of submittal. Prolonged processing times (in excess of six months) only occurs where applications involve a change of policy--such as a General Plan Amendment -- or an Environmental Impact Report. Expedient processing has been achieved by continual use and review of the Urban Area Master Environmental Impact Report, which was adopted as part of the General Plan in 1980 and updated as part of the General Plan rewriting in 1989. This document allows a quick and relatively easy evaluation of most projects as to environmental factors to be considered and conformance with the General Plan.

The building permit process is likewise a relatively simple function, seldom requiring more than two weeks from application to issuance. Some larger projects may require more time, but usually only when their application was incomplete upon submittal. The City and County both utilize the most recent edition of the Uniform Building Code with no special amendments or added requirements.

3) Fees

As indicated under the Major Cost Component section of Private Market Constraints, the fee and permit costs for a local house costing $100,000 is about 5.8 percent of the cost of the dwelling or about $5,800. Of this the bulk of the cost in Yuba City is sewerage and water extension charges of about $1,740 and $1,665 in connection and meter fees. The remainder, less than $960, is composed of building permit fees with less than $12 per lot for land use fees. Development fees in the unincorporated areas are not as high as in Yuba City because of the use of septic tanks and private wells; however, because individual wells and septic tanks usually are more costly than connection to the City's sanitary sewer and water systems, total development cost is slightly higher, if all other factors are equal. The Yuba City Unified School District, in 1988, charged a development fee of $1.00 per square foot of dwelling space. The District, on July 1, 1990, raised this charge to $1.56 per square foot to qualify for matching State funds. The City has instituted development impact fees on new development or change of use. These fees are designed to cover unfunded capital costs brought about by future growth based upon the City's General Plan. The fees would then be used to make improvements required for traffic generated impacts and for the cost estimates for acquisitions and improvements to drainage, parks, public buildings, and other facilities, including major equipment necessary to serve future demand. Impact fees, depending on the location of a new single-family home, range from $2,099.66 to $2,360.48 per unit and are payable at the time of occupancy.

4) Provision of Service

Low density residential development has been allowed in the Yuba City Urban Area on either private wells, municipal or public water systems with either individual septic tanks or municipal sanitary sewer system connections. Generally higher density residential uses have connected to the Yuba City sanitary sewer system and are, therefore, primarily located in Yuba City. Sewer service is available throughout the municipal area, plus it extends beyond the City limits on Lincoln Road, west to Walton Avenue, then north to the Sunsweet Plant on Colusa Highway. Yuba City water service is generally available only within the City or a short distance therefrom. Hillcrest Water Company provides service to that portion of the Yuba City Urban Area generally southwest of Yuba City.

5) Development Requirements

Community development requirements for streets, paving depth, sidewalks and such are important in relationship to residential projects since they affect housing costs. The concern of local government is to balance the level of infrastructure improvements required of a project, which in effect, determines the agency's long-term maintenance cost, with the up-front cost of those improvements which is passed along to the home buyer in terms of increased housing cost. Each $1,000 of cost of a dwelling adds $9.82 per month to housing cost at 12 percent interest over a 30 year period. This $10.29 translates to $412 annual income that a borrower must make in order to qualify for a loan.

In 1982, the City of Yuba City and the County of Sutter reviewed their construction and street standards in an attempt to reduce housing cost and to develop a comparable development requirement. As a result of that review, development standards were altered unifying and reducing the requirements for both jurisdictions.

In some projects, the City requires that the developer oversize specific improvements in order to either plan for future needs or to upgrade existing infrastructure improvement. On those projects where oversizing is required, City policy is to pay for a percentage of the cost of the oversizing. When off-site improvements are required to the utility system, the developer is provided a reimbursement agreement to allow for recouping those costs.

13. Public Participation

In preparation of this element, the City has solicited input from local housing and/or shelter providers, both in the private and public sector, and other State and local agencies and departments. The draft element was distributed to various housing interests for comment prior to the beginning of public hearing. To ensure the availability of the public hearing process to all economic segments of the community, the City has undertaken special

advertising and outreach measures. Notices for all public meetings were printed in three languages (English, Spanish & Punjabi) and have been posted in, but not limited to, the Senior Center, library, City Hall, Housing Authority office, and throughout the community in public places. Prior to the adoption of the element, public hearings will be conducted before both the Planning Commission and the City Council.

14. Consistency With Other Elements

This Housing Element has been prepared to be consistent with all other elements of the Yuba City Urban Area General Plan.

The Plan

1. Introduction

The Housing Element is an integral element of the General Plan. It is an analysis of housing needs and a statement of commitment toward providing solutions to community housing concerns. In particular, it addresses itself to the problems encountered by those of low and moderate income in obtaining adequate housing. The Housing Element also deals with the issues of land use, health and safety as they apply to the provision of housing.

Like the other elements of a General Plan, the Housing Element is comprised of statements of the concerns, goals, policies, objectives and implementation programs. The statement of concerns is the basis upon which to develop objectives and programs which, when implemented, will help achieve the goals. The identified housing concerns are a comparison of the existing housing and neighborhood conditions with the criteria established as necessary for providing safe and adequate housing in a desirable environment. The goals are those conditions that are considered desirable and in the best community interest. The policies provide decision-making guidelines for orderly and well-planned residential rejuvenation and growth. The implementation of objectives is a method by which a community can initiate desirable change. The Housing Element is a blueprint of social concern. Its real importance is the degree to which it commits local jurisdictions to meaningful actions.

The Federal Housing Act of 1949 established a goal of "a decent house and suitable living environment for every American family". This goal was reaffirmed in 1968 under the National Housing Act and in other laws and programs. The California State Legislature followed the lead of the Federal Government by requiring a Housing Element in all General Plans. The requirements of the Housing Element were expanded in 1970 to include an "adequate provision for the housing needs of all economic segments of the community".

Currently, Section 65580 of the California Government Code states:

"The Legislature finds and declares as follows:

a. The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order.

b. The early attainment of this goal requires the cooperative participation of government and the private sector in an effort to expand housing opportunities and accommodate the housing needs of Californians of all economic levels.

c. The provision of housing affordable to low- and moderate-income households requires the cooperation of all levels of government.

d. Local and State governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for the housing needs of all economic segments of the community.

e. The Legislature recognizes that in carrying out this responsibility, each local government also has the responsibility to consider economic, environmental and fiscal factors and community goals set forth in the General Plan and to cooperate with other local governments and the State in addressing regional housing needs."

2. 1980 Housing Element: Goals, Policies and Programs

(NOTE: The 1980 Housing Element was prepared to serve the needs of both Sutter County and Yuba City as part of the Sutter County and Yuba City Urban Area General Plans. This is the reason some goals, policies and programs address the entire County rather than just Yuba City. Comments reflecting the effectiveness and progress in attaining the goals and policies are limited to activities undertaken by the City.)

1980 GOALS

The following statements have been developed as goals for the County of Sutter and the City of Yuba City as part of the Housing Element of their General Plans.

I. Provision for safe, sanitary, and affordable housing to the existing and future residents of the County.

II. Provision for a variety of housing opportunities for Sutter County residents, while maintaining consistency with the General Plan.

III. Provision for housing consistent with the level of public services, and which will contribute towards neighborhood quality.

IV. Insuring that the Housing Element continues to address the housing needs of the existing and future residents of Sutter County and Yuba City.

The goals adopted in 1980 were somewhat vague and abstract so they could be used for both the County and the City. For the City's part, it has made every effort to attain these goals as can be seen by the accomplishments listed under "Effectiveness of the 1980 Housing Element." The Goals proposed for the 1991 Housing Element incorporate the efforts from 1980 to the present more

precisely define the needs of existing and future residents of all ethnic persuasions and abilities to obtain satisfactory housing.

1980 POLICIES

In order to accomplish the above goals, the following policies are adopted and the City of Yuba City will:

I. Undertake activities which promote and preserve a balanced housing stock.

II. Identify any types of speculative buying and selling practices that might be in use in the Yuba City housing market and consider legislation that might reduce undue speculative buying and selling practices in the housing market.

III. Promote full development of skipped-over vacant lands.

IV. Encourage the development of higher density construction consistent with the Land Use Element of the General Plan and the preservation of agricultural land.

V. Encourage further implementation of Article 34 for publicly constructed and financed housing opportunities for low-income households.

VI. Take actions to fulfill Yuba City fair share of the regional housing needs.

VII. To encourage, and where appropriate, assist the Sutter County Housing Authority in pursuing available grants and/or allocations for a variety of housing needs.

VIII. To encourage the Sutter County Housing Authority to develop housing rehabilitation programs.

IX. Pursue involvement in assisting with the upgrading of public facilities which serve as a framework in revitalizing and maintaining quality housing.

X. Develop ordinances dealing with condominium conversions to assure maintenance of housing balance and safe, adequate development standards.

XI. Examine the practicality and effectiveness of using the existing or modified City Codes to encourage the development of new energy efficient housing.

XII. Encourage housing assistance efforts by the Sutter County Housing Authority to elderly and disabled persons on a fixed income below 80% of the median income of the County.

XIII. Explore and encourage the provision of housing for those population groups which have special requirements.

XIV. Encourage and support the enforcement of laws and regulations prohibiting discrimination in lending practices and the sale or rental of housing.

XV. Initiate a monitoring system with existing sources in which the housing needs are responsive to the community demands before serious problems develop.

The success of the above Policies can be seen below in the implementation of the programs for 1980 to the present. These successes have been continued and expanded in the 1991 Housing Element in order to try and provide housing for those with special housing needs (i.e. elderly, handicapped, single-head of household) that now live or will live in the City in the near future.

1980 NEEDS

The following is a list of programs by need that will hopefully fulfill the goals of the Housing Element and contribute to the betterment of housing for Sutter County and the City of Yuba City. (Efforts by the City to implement the Programs listed in the 1980 Element are listed below each program.)

I. NEED: Balanced housing stock.

a. Program: The City and County adopt ordinances that will prohibit converting the existing rental units into cooperatives or condominiums if the vacancy rate for multiple-family units is below 5%.

b. Supporting program: A vacancy reporting system be set up within 90 days after adoption of this Element.

c. Supporting program: Tenant protection and provision for relocation in condominium conversion should be adopted by ordinance.

(A Condominium Conversion Ordinance was enacted which prohibits the conversion of existing apartment rental units unless there is a 5% or greater vacancy rate. To ascertain the vacancy rate, the Planning Department does an apartment survey each summer. Since the survey was begun, the vacancy rate has never exceeded 5 percent. Provisions are contained in the Conversion Ordinance to protect existing tenants from improper displacement.)

d. Program: The County should adopt an ordinance pending clarification of State law that would allow mobilehomes to be placed on foundations subject to certain standards.

(The Zoning Regulations were amended so that mobilehomes are allowed in all residential zoning classifications subject to certain development standards contained in the Zoning Regulations.)

e. Program: The General Plan and zoning pattern for the Yuba City urban area depicts sufficient area available for mobilehome parks.

(As can be seen by the vacant lands inventory, sufficient exists in the City adjacent urban area for mobilehome park development.)

f. Supporting program: Encouragement and assistance to developments wishing to establish mobilehome parks in suitable locations should be given subject to adopted standards.

(The newly adopted General Plan and Zoning Regulations provide for the development of new mobilehome parks. In 1987, a 40-unit park was opened and is presently fully occupied. In November, 1988, an existing 44-unit park containing primary low-income elderly residents was annexed to the City and connected to City sewer facilities.)

II. NEED: Fair share allocation and affordable housing.

a. Program: The City and/or County apply for grants which can be used for housing for non-market rate households.

(The City applied for and received allocations for Mortgage Revenue bonding capacity. The City participated in training sessions for developers and awarded allocations to various development proposals. The City has used CDBG funding to assist the Housing Authority to acquire land for below-market units.)

b. Program: The City and County will support reasonable proposals by private developers to establish low and moderate income units.

(The City has approved a 100-unit apartment complex targeted for low- and moderate-income households with the private developer using Proposition 84 funding.)

c. Program: Sufficient land exists as indicated in the General Plan Land Use Element in the urban area to contain additional multiple-family units designated for low- and moderate-income families.

(There are sufficient vacant multiple-family designated lands to provide housing for all income levels. Additionally, between 1980 and 1989, a total of 1,311 rental units (apartments, duplex & triplex) were constructed in the City and as can be seen in TABLE F-6, there are hundreds of units available to low- and moderate-income households.)

d. Program: Private qualified individuals through Farm Home Administration can apply for low-interest loans for rehabilitation.

e. Program: Qualified low- and moderate-income persons can apply with HUD and FmHA for home ownership and rental assistance.

(The City has supported the Mortgage Credit Certificate program which helped 120 first-time homebuyers in 1988 and 1989.)

f. Program: The Sutter County Housing Authority to act as an information clearinghouse for the Home Ownership-Home Improvement (HO-HI) Program of home ownership and improvement.

(The City has allocated a total of about $200,000 of Community Development Block Grant (CDBG) funds as seed money for a housing rehabilitation program. The program, administered by the Sutter County Housing Authority, will receive additional funds from the City's Redevelopment Agency, which is required to use 20% of its funds for housing purposes. The first units to be rehabilitated started in 1991.)

g. Program: The City and County departments and Planning Commissions expedite processing of low-income or special housing developments on a priority "fast track" basis.

(The City has installed "fast track" review of all projects including housing development. In most cases, a project can be presented to the Planning Commission within 21 days of submittal.)

h. Program: The Sutter County Housing Authority to apply for allocation of Section 8 existing units for use by low- and moderate-income households.

(The Sutter County Housing Authority has annually applied for additional Section 8 vouchers and certificates and presently has 505 issued in the City (see Table F-19).)

III. NEED: Maintainment and enhancement of existing housing.

a. Program: The City and/or County will apply for Community Development Block Grants to establish a housing rehabilitation program for up to 100 units per year.

(As mentioned above, the City, through CDBG and Redevelopment Agency funds, has begun a housing rehabilitation program.)

b. Program: Ordinances and standards will be adopted that provide, when converting existing apartments into condominiums, that the owner will be required to be in conformance with all of the standards that are applicable to new condominiums.

(In order to maintain existing rental units, the City has approved a Condominium Conversion Ordinance which prohibits the conversion of apartment units unless there is a 5% or greater vacancy rate as determined by the annual Apartment Survey.)

c. Program: The City and/or County will explore the financial feasibility of applying for grants from HUD, the Economic Development Administration, and others, to improve public services and facilities of areas substantially saturated with low- and moderate-income families, involving but not limited to Sutter, Robbins, Ledford Tract, Central Yuba City, and Tierra Buena.

(Part of the Redevelopment Agency's plan for the improvement of the City is the installation of infrastructure in the Central Yuba City area to improve public services to the predominant low- and moderate-income residences.)

d. Program: Economic Development Grants will be applied for to construct major sewer and water drainage extensions into non-serviced lands in the Yuba City urban area to open up more land at lowered development costs.

(In June, 1981, the City installed a sanitary sewer line in Walton Avenue and Lincoln Road in the unincorporated area of the Urban Area opening up more lands for residential development with adequate sewers.)

e. Program: Application through the Housing Authority for Section 8 rehabilitation units allocation.

(See action under Program (2)(f). No funds through the Section 8 program are readily available.)

IV. NEED: Farm worker housing.

a. Program: Continued operation and maintenance of the existing farm worker quarters by the Sutter County Housing Authority.

(The Sutter County Housing Authority continues to operate and maintain the 82 units available for migrant workers during the harvest season and 180 units of farm worker housing 514/516 for agricultural households.)

V. NEED: Housing for the disabled.

a. Program: To explore the advisability of amending ordinances that will allow modification of certain standards for multiple family development if specified as being quarters for disabled persons.

(The City Building Inspection Department has adopted the latest Uniform Building Code which requires accessibility to the disabled and handicapped.)

VI. NEED: Temporary emergency housing.

a. Program: To encourage continued support of emergency housing for battered women, juveniles, and others, and to encourage the establishment of additional quarters when the need arises.

(The City, through CDBG funds has assisted in the rehabilitation and expansion of Casa de Esparanza, a shelter for battered women and children. Funds have also been given to the Depot, a regional facility, a shelter for the homeless in the area.)

VII. NEED: Single head of household.

a. Program: Sufficient units, both existing and future, to provide housing for single household heads.

(A great deal of affordable 1 and 2 bedroom multiple-family units have been constructed since 1980; see apartment rental costs on Pages 5 and 7.)

b. Program: Provision exists in the current Zoning

Ordinance and State law that can permit day care centers in most locations. In addition, an amendment to permit day care centers with Use Permit in the City's R-1 Zone will be considered.

(To address the need of child care for working single parents, a day care center for 12 or less children is allowed by right in any residential zoning district. Centers exceeding 12 children are allowed providing an approved use permit has been secured.)

3. Effectiveness of the 1980 Housing Element

In 1980, with the adoption of the new Yuba City General Plan, a revised Housing Element was also adopted. Specific actions undertaken by Yuba City and/or agencies located in the city providing services have achieved the following:

a. Identified available sites with and without infrastructure services within the Urban Area that are available for multiple-family and/or assisted housing projects.

b. Added 192 units of assisted housing to the county-wide housing stock between 1983 and 1988.

c. Implemented the Mortgage Credit Certificate Program in Yuba City and, between 1988 and December, 1989, assisted 120 first-time home buyers in the purchase of their first home.

d. Adopted a resolution supporting the re-establishment of the Mortgage Credit Certificate Program on a countywide basis after January, 1990, which was successful and has supported the Housing Authority efforts in 1991 to continue the program.

e. Assisted the Housing Authority in the correction of a public health problem at Richland Housing Center through the use of Community Development Block Grant Program funds to connect the Center to the Yuba City sanitary sewer and water systems.

f. Amended the Zoning Code to allow by use permit two single-family residences on a single-family residence zoned lot.

g. Provided water and sanitary sewer services to a 100-unit farm workers housing project in the unincorporated area adjacent to the City, the first 52 units of which were available for occupancy in the Spring of 1990.

h. Completion by the Rural California Housing Corporation (RCHC) of a housing status and rehabilitation report for all housing units within the corporate City limits.

i. Allocated CDBG funding for a housing rehabilitation program to be administered by Sutter County Housing Authority.

j. Assisted in the rehabilitation and expansion of Casa de Esparanza, the local shelter for battered women and children through CDBG funding.

k. Added over 1,672 new housing units, a 15.9 percent increase, to the existing corporate housing stock of the City.

4. Appropriateness of 1991 Goals, Polices and Objectives

The goals, policies, and objectives of the revised Housing Element reflect projected growth from the Regional Housing Needs Allocation Plan for Yuba City. Although it is believed that these may reflect a slightly low projection of housing units necessary by 1995, based upon the experience since 1980, they have shown some degree of accuracy over the short term.

Additional language has been included in the Element to strengthen the City's commitment to housing and neighborhood rehabilitation. Experience since 1980 and analysis included in this element appear to indicate that one of the best ways to reduce the need for new housing and one of the best sources of low-income housing is to maintain our current supply of existing housing in a safe, sanitary, and inhabitable condition and environment. The City supports a strong, active rehabilitation program.

5. 1991 Housing Goals, Polices and Objectives

GOAL I. Provide incentives and programs to insure the provision of safe and sanitary housing with adequate public services for existing and future residents of the City.

Objective 1A. Preserve existing housing stock in a safe and sanitary condition.

Policy 1A-1. The existing housing stock shall be preserved to the extent possible in a safe, sanitary, and livable environment.

Implementation 1A-1a: Identify areas of housing and infrastructure deterioration and blight which would benefit from neighborhood rehabilitation.

Responsible Agency: Sutter County Housing Authority.

Financing: CDBG Program and Redevelopment Agency funds.

Time Frame: Completed by RCHC in 1990.

Implementation 1A-1b: City building, fire, health, and zoning codes shall be enforced to remedy existing pockets of blight and deterioration.

Responsible Agency: Building, Fire, and Planning Departments.

Financing: Annual budget.

Time Frame: This is a continuous and on-going practice.

Objective 1B. Creation of new low- and moderate-income housing units to meet community needs.

Policy 1B-1. There shall be created a housing specialist responsibility in the Redevelopment Agency of the City to oversee and direct the goals and policies contained in this element to ensure the betterment of special need households and to assist in the efforts of the Redevelopment Agency and Housing Authority to maximize the City's effort in meeting the housing needs of existing and future residents.

Implementation 1B-1a: The housing specialist shall coordinate with the Planning Department, Redevelopment Agency and Housing Authority staff in efforts to develop affordable housing. Among the duties of the housing specialist is implementation of the programs listed in the Housing Element.

Implementation 1B-1b: The housing specialist shall: meet with developers, lenders, and other segments of the private sector to encourage and assist the development of housing; plan and implement meetings to inform developers and public officials of the need and opportunity to develop affordable housing; establish and maintain contact with city/county staff members involved in housing development efforts.

Implementation 1B-1c: The housing specialist shall, in cooperation with the Housing Authority, seek to develop financing sources for the construction of affordable rental housing. The City's CHAS lists the sources of funding for affordable housing over the next five years. The sources identified include; HOME funds, CDBG funds, rental vouchers, rental certificates, and redevelopment funds.

Implementation 1B-1d: The housing specialist shall continue to do research and compile information on the need to build housing; develop and implement

strategy to secure Article 34 Referendum authority for construction of public housing. This information is provided in the updates of City's CHAS.

Implementation 1B-1e: The housing specialist researches proposed legislation which impacts the development of affordable housing; initiates and submits grant applications to assist in the development of housing; and establishes contact with community and neighborhood groups to enlist their support in development of rental housing.

Implementation 1B-1f: The housing specialist along with HACS shall prepare applications for HUD funding of rental construction and rehabilitation programs, including a variety of federal, state, and private funding programs; assist in the preparation of work write-ups, specifications and estimates of building construction.

Responsible Agency: Redevelopment Agency.

Financing: Redevelopment Agency funds.

Time Frame: On-going as part of the Redevelopment Agency's daily business

Implementation 1B-1g: Obtain funding through the Community Development Block Grant Program and the Yuba City Redevelopment Agency for a housing and neighborhood rehabilitation program for up to 25 dwelling units per year.

Responsible Agency: Redevelopment Agency and Sutter County Housing Authority.

Financing: CDBG Program and Redevelopment Agency funds. (Entitlement CDBG funds already received by the City is the seed money for the rehabilitation program. Once established, the 20% tax allocation from the Redevelopment Agency will be used to continue program funding.)

Time Frame: 25 units per year for the life of this Element.

Implementation 1B-1h: Continuation of P. G. & E.'s and Rural Opportunity Resource's home energy audits, weatherization and minor home repair programs. The number of homes participating in this program varies with funding. P.G. & E. anticipates providing over 1200 homes with energy saving services for the 1992/93 year.

Responsible Agency: Resource Opportunity Center and Sutter County Housing Authority.

Financing: Pacific Gas and Electric Company, State Public Utilities Commission, and The Department of Energy.

Time Frame: These programs are expected to run through 1995.

Objective 1C. New housing added to the City's housing stock shall be safe and sanitary and in a liveable environment with adequate public services for the level of development.

Policy 1C-1. New housing in the City and Urban Area shall have full public services and improvements consistent with the City Councils' adopted sewer and water connection policies.

> Implementation 1C-1a: The City shall require that housing projects within the Urban Area shall provide all public services and improvements as part of development approval.

Responsible Agency: Yuba City Planning Commission and City Council.

Financing: Annual budget.

Time Frame: On-going.

Policy 1C-2. New housing shall be constructed to meet all current building, fire, health, public works, and zoning codes.

> Implementation 1C-2a: All development projects will be required to comply with existing codes at the time of approval.

Responsible Agency: Building, Fire, and Planning Departments.

Financing: Annual budget.

Time Frame: On-going.

Policy 1C-3. Allow emergency shelters and transitional housing in R-3 zoned property.

Implementation 1C-3a: The City's zoning code shall allow emergency shelters or similar uses as a right but subject to the same standards as other housing developments.

Responsible Agency: Planning Department.

Financing: Annual Budget.

Time Frame: On-going

GOAL 2. Encourage the adequate supply of various housing types at various densities to meet the needs of all income groups and insure that housing opportunities are open to all without regard to race, color, age, sex, religion, national origin, family status or physical handicap.

Objective 2A. Provide an adequate housing supply for all members of the community.

Policy 2A-1. An adequate supply of available land to meet non-agricultural, unincorporated housing needs shall be provided within the City and Urban Area.

Implementation 2A-1a: Annually estimate the amount of vacant land available for single-family and multiple-family residential housing within the City and Urban area. When the remaining dwelling unit capacity of that land falls below an estimated supply necessary for a three-year period, the Planning Department shall recommend amendments to the Planning Commission and City Council to increase the supply.

Responsible Agency: Planning Department.

Financing: Annual budget.

Time Frame: Annual review over the life of the Plan.

Policy 2A-2. Yuba City shall insure that the Housing Element continues to address the housing needs of existing and future residents and provides adequate opportunity for present and future residents.

Implementation 2A-2a: Revision of the Housing Element to incorporate 1990 Census data.

Responsible Agency: Planning Department.

Financing: Annual budget.

Time Frame: Revision begins July, 1993

Policy 2A-3: Establish a housing referral program to assist the elderly in obtaining affordable housing by making use of those "empty" bedrooms in the homes of elderly householders for other elderly persons.

Implementation 2A-3a: Through the use of City CDBG entitlement funds, set up a program with Housing Authority as administrator.

Responsible Agency: Sutter County Housing Authority.

Financing: HUD through CDBG program.

Time Frame: Begins July 1993.

Objective 2B. Provide an increase in assisted housing for low- and moderate-income families.

Policy 2B-1. The Sutter County Housing Authority shall be supported in its effort to continue to develop and administer programs of housing assistance and rehabilitation in conjunction with HUD and the State Department of Housing and Community Development.

Implementation 2B-1a: Article 34 referendums shall be supported and encouraged when requested by the Housing Authority to assist in increasing the supply of assisted, low- and moderate-income housing in the incorporated area.

Implementation 2B-1b: Support an increase of 25 units annually over the next five years as part of a locally administered Section 8 housing program.

Responsible Agency: Sutter County Housing Authority.

Financing: HUD. As funds are available annually through application by the Housing Authority.

Time Frame: The City shall seek Article 34 approval when the Housing Authority determines their is a need.

Objective 2C. Develop guidelines and criteria for conversion of residences to another use or other ownership form.

Policy 2C-1. Conversion of mobile home parks to other non-residential uses or to mobile home subdivisions shall not be approved without adequate and reasonable provisions for relocation of existing tenants.

Implementation 2C-1a: Amend the Yuba City Zoning Codes and Ordinances to provide procedures similar to the existing condominium conversions process regulating the conversions of existing mobile home parks.

Responsible Agency: Planning Department.

Financing: Annual budget.

Time Frame: July, 1993

Policy 2C-2. Condominium conversions should only be approved when adequate alternative rental housing is available and when the structures are judged to meet acceptable health and safety standards.

Implementation 2C-2a: Continue to conduct the annual apartment survey to determine the vacancy rate.

Objective 2D. Provide a regulatory frame-work that encourages various housing types and affordable options.

Policy 2D-1. Second unit housing may be permitted when normal parking, yard, lot coverage and height requirements are complied with.

Implementation 2D-1a: Second units meeting Zoning Code requirements are now allowed by use permit in single-family residential zones.

Responsible Agency: Planning Department.

Financing: Annual budget.

Time Frame: On-going.

Policy 2D-2. The Land Use Element of the Yuba City Urban Area General Plan shall be a major determinant of residential density. Stated dwelling unit density ranges shall be computed to the nearest one-tenth of a whole number and must comply with the stated dwelling unit density range. Density bonuses exceeding this range may be approved pursuant to the laws of the State of California only when long-term guarantees are provided for the continued provision of low and moderate income housing.

Implementation 2D-2a: Allow zero lot line residential development as contained in the planned development review process.

Responsible Agency: Planning Department.

Financing: Annual budget.

Time Frame: Started January, 1992; On-going

Implementation 2D-2b: Amend the Yuba City Zoning Code to provide high-density, multiple-family housing of up to 45 dwelling units per acre as is currently allowed by the High Density Residential designation of the General Plan. Approximately 142 acres of land containing up to 6,000+ units could be designated in the Specific Plan for the Town Center when approved in April 7, 1992. Development could occur as early as January, 1993.

Responsible Agency: Planning Department.

Financing: Annual budget.

Time Frame: Begin in January, 1993 to run for the life of the Plan.

Policy 2D-3. Mobile homes on individual residential lots and mobile home parks shall be considered as a residential use and allowed in residential areas in Yuba City pursuant to respective regulations when minimum and maximum density range requirements are met.

Implementation 2D-3a: Mobile homes on residential lots are currently allowed by zoning clearance review.

Responsible Agency: Planning Department.

Financing: Annual budget.

Time Frame: On-going.

Policy 2D-4. The City will encourage developers to participate in programs to provide affordable housing.

Implementation 2D-4a: To encourage the purchase of 50 housing units by low-income households who otherwise would be unable to purchase a home through such programs as the Mortgage Credit Certificate Program, and others.

Responsible Agency: City Council in cooperation with the Sutter County Housing Authority.

Financing: HUD

Time Frame: On-going.

Objective 2E. Discourage unfair housing practices.

Policy 2E-1. Yuba City shall continue to encourage and support the enforcement of laws and regulations prohibiting discrimination in lending practices and the sale or rental of housing.

Implementation 2E-1a: The Sutter County Housing Authority, as part of its contract with the City to provide an affirmative action program in accordance with the CDBG program, will provide notice and information on the Rumsford Fair Housing Act. (Upon adoption of the Housing Element)

Implementation 2E-1b: Yuba City will refer known incidents of discrimination in lending practices and the sale or rental of housing to the Sutter County District Attorney and/or the California Rural Legal Assistance (CRLA) for action.

Responsible Agency: All City departments and Sutter County Housing Authority.

Financing: Annual budget and CDBG Program.

Time Frame: On-going City policy.

Policy 2E-2. Yuba City shall continue to take affirmative actions as identified above and in the report of actions completed to fulfill and support its fair share of regional housing needs for the area.

Implementation 2E-2a: Yuba City shall amend its Housing Element to include the revised regional fair share needs data.

Responsible Agency: Planning Department.

Financing: Annual budget.

Time Frame: Revision to follow SACOG updates on "fair share" housing needs.

Objective 2F. Develop an energy-efficient housing program.

Policy 2F-1. Yuba City shall encourage the use of energy efficient materials and technology in new construction.

Implementation 2F-1a: Conduct a study and develop recommendations on energy conservation technologies and programs.

Responsible Agency: Building Departments.

Financing: Annual budget.

Time Frame: Begin January, 1993.

7. Quantified Objectives

Based upon the projection of housing needs as found earlier in this Element and SACOG's fair share allocation as published in their Regional Housing Needs Allocation Plan (RHNAP), Yuba City will need approximately 341 new housing units annually until July, 1996. The City feels that these units should be equally distributed between the four income categories. The following table is established to provide targets for the development of housing within the incorporated area of Yuba City. The total number of housing units exceed the basic need by over 900 units. The number of units targeted for the very-low and low-income households are conservatively estimated with hopes that with a beneficial financial climate, monies from both private and public sources will be realized. The large number shown for moderate and above households reflects the single-family residential developments ready for construction in the southeast and northwest quadrants of the City. To meet the target total, the City would have to average 564 units per year for the life of this Element.

TABLE F-23

HOUSING PRODUCTION TARGETS
1991-1996

ACTION	ACTIVITY	UNITS	VERY LOW	LOW	MODERATE	ABOVE MODERATE
New Construction						
2D-1	-Second Units	15	5	10		
1B	-Moderate & Above	2,500			900	1600
2B,2B-1	-Assisted Rental	223	68	165		
2D-3	-Mobile homes	20	10	10		
2D-4	-Low Income Loans	50	5	45		
2D-4	-Affordable Apts.	50		50*		
Conserved						
	-Units At-Risk	310	310			
Rehabilitation						
1A-1	-Housing Renovation	125	100	25		
1A-1	-Energy Audit	75		75*		
TOTALS		3,368	498	380	900	1600

* Low income or below

The targets shown in TABLE F-24 are conservative and again it is hoped that the housing rehabilitation program will have funding to exceed the 25 units targeted per year.

TABLE F-24

HOUSING PRESERVATION AND MODIFICATION
TARGETS 1991-1996

ACTION	ACTIVITY	TOTAL UNITS
1A-1	Housing Renovation	125
1A-1	Energy Audit & Retrofit	75
TOTAL		200

Chapter 1140, Statutes of 1989, amended housing element law to require the housing program to include, by January 1, 1990, an estimate of funding to accrue in the Low and Moderate Income Housing Fund through the end of the planning period, and the planned use of these funds.

In 1989 dollars, the Redevelopment Agency expects to net $612,257.00, as the 20% allocation for housing development over the next five years. The redevelopment plan calls for these monies to be used to increase and improve affordable housing opportunities for low- and moderate-income persons.

Programs which will be funded as the money accumulates include, but are not limited to: a) housing rehabilitation, b) land acquisition, c) loans for multiple-family construction, d) assistance to low-income homebuyers, and e) administrative services.

Funding has only started to trickle in, therefore no specific programs other than rehabilitation have been identified at this time.

HOUSING ELEMENT AMENDMENT

I. Introduction

State law (Chapter 1451, and Chapter 889, Statutes of 1989, amended Section 65583 of the Government Code) requires an analysis and a program for preserving federally assisted housing developments eligible for conversion to market rate rents (at-risk units).

The purpose of this analysis is to identify actions (programs) which the City can take to preserve federally assisted housing units that will prevent or minimize tenant displacement and will preserve the local affordable housing stock.

II. Period of Analysis

The analysis is to cover a ten year period divided into two five-year segments coinciding with Housing Element updates. The first segment runs from July 1991 to June 1996, the second July 1996 to June 2001.

III. Inventory of Units At-Risk of Losing Use Restrictions

This inventory includes all multifamily rental units which are assisted under any of the federal programs listed in subdivision (a) of Section 65863.10, state and local multifamily revenue bond programs, local redevelopment programs, the federal Community Development Block Grant Program, or local in-lieu fees. At present Yuba City has only federally assisted projects.

According to the U.S. Department of Housing and Urban Development's "1991 Annual Summary: Inventory Of Low Income Rental Units Subject To Termination Of Federal Mortgage And/Or Rent Subsidies By The Year 2008", there are five properties in the City that receive Federal assistance and may be at-risk of conversion. The U.S. Department of Housing and Urban Development (HUD) provided updated expiration dates for each property.

Table F-25

1. Name and address of property:	Live Oak Apartments 645 Queens Ave. Yuba City, 95991
Name and address of property owner:	R. Schlaegel & Asso. 3237 Danville Blvd. Alamo, CA 94507

Type of govt. asst. received:	Section 221(D)(4) Market Rate Mortgage Section 8. Family
Earliest possible change from low-income use:	Section 8 renewal Sept 30, 1996
Total number of units that could be lost:	Contains 88 FHA financed units, 35 of which are Section 8, and 5 of the Section 8 units are elderly.
2. Name and address of property:	Sutter Village 1200 Gray Ave Yuba City, 95991
Name and address of property owner:	Sutter Village ALP 1800 Ave. of Stars Los Angeles, 90067
Type of govt. asst. received:	Section 221 (D)(4) Market Rate Mortgage new const. Section 8 Elderly
Earliest possible change from low income use:	Section 8 renewal March 28, 1998
Total number of units that could be lost:	Contains 74 FHA financed units, all are Section 8 and elderly
3. Name and address of property:	Spencer Arms Apts. 1340 Gray Ave Yuba City, 95991
Name and address of property owner:	Spencer Arms AGP 2625 Fair Oaks Blvd Sacramento 95864
Type of govt. asst. received:	Section 236(J)(1) Market Rate Mortgage Family
Earliest possible change from low income use:	Nov 9, 1993
Total number of units that could be lost:	Contains 64 FHA financed units

4. Name and address of property owner:	Peach Tree Terrace Apt 1111 Railroad Ave. Yuba City, 95991
Name and address of property owner:	Thomas Dunnigan 3301 Watt Ave. Sacramento, 95821
Type of govt. asst. received:	Section 221(D)(4) Market Rate Mortgage Section 8. Family
Earliest possible change from low income use:	Section 8 renewal April 30, 1995
Total number of units that could be lost:	Contains 80 FHA financed units. The project has two Section 8 contracts, one for 7 units and one for 17 units.
5. Name and address of property owner:	Queen Ann 665 Queens Ave. Yuba City, 95991
Name and address of property owner:	Queen Ann INV CO 25 Cadillac Dr. Sacramento, 95825
Type of govt. asst. received:	Section 236(J)(1) Market Rate Mortgage Family
Earliest possible change from low income use:	Dec 18, 1995
Total number of units that could be lost:	Contains 80 FHA financed units

Projects With 236 loans are among those regulated by HUD and eligible for incentives from the Low-Income Housing Preservation and Resident Homeownership Act of 1990 (LIHPRHA). The intent is to preserve assisted units by providing the owners an alternative means of realizing a reasonable return on their investments. These alternatives involve either continuing ownership with additional federal incentives, or selling the property, with a First Right-of-Refusal process for nonprofit and public entities.

Both the Spencer Arms Apartments and the Queen Ann project are financed through HUD Section 236. According to a HUD Loan Specialist, these properties will remain low income for the life of the mortgage. The Federal Register 24 CFR 50, 219, 221, 236, 241, and 248 states that in areas where the supply of low income housing is inadequate, the low income affordability restrictions must be maintained on the projects for their remaining useful life, but owners receive a fair market return on their investment through the receipt of incentives provided by HUD or through a transfer of the property to other entities which agree to continue the low income affordability restrictions.

Because of the conversion restrictions mentioned in 24 CFR 50, 219, 221, 236, 241, 248, the City does not consider the Spencer Arms Apartments or the Queen Ann Apartments to be at-risk. In the event they become at-risk of conversion or sale, the City in cooperation with the Housing Authority of County of Sutter and the Rural California Housing Corporation has First Right-of-Refusal for acquisition of these projects and preserving them for affordable housing. A project becomes eligible to file a Notice of Intent for conversion two years prior to the date of earliest prepayment.

The other three projects: Live Oak Apartments, Sutter Village, and Peach Tree Terrace Apartments used Section 221(D)(4) FHA financing along with Section 8 contracts to provide affordable housing, these are considered at-risk. The Section 8 contracts for these properties work in the following manner. The renters pay their portion of the rent, which is 30% of their adjusted monthly gross income, to the owner or manager of the development. The Housing Authority of County of Sutter (HACS), acting as the agent for HUD, pays the difference to the owner or manager between the rent paid by the tenant and the market rate rent. Market rate rents are determined and reviewed on a yearly basis by HUD. In order for the owners to terminate their Section 8 contracts they must provide HUD with notice one year prior to the date of automatic renewal.

Prior to the end of the current planning period (June 1996) four of the five projects will either come up for Section 8 renewal or become eligible for mortgage prepayment. These possible at-risk projects are Sutter Village, Peach Tree Terrace Apartments, Spencer Arms Apartments, and Queen Ann Apartments.

IV. Cost Analysis of Preserving At-Risk Units vs. Replacement

Preservation costs are broken into two categories. The first includes Section 236 projects and the second includes the Section 221 projects.

As discussed on page 61, LIHPRHA provides incentives for Section 236 projects. HUD will provide mortgage loan insurance on acquisition loans for up to 95% of the equity to priority

purchasers. If, theoretically, Spencer Arms and Queen Ann Apartments were sold to qualified non-profits prior to extending the 20-year mortgages with the current owners, total preservation cost for these two projects would amount to $8,074,500 (Based on the HUD projections located in Tables F-26 & 27). The City's 5% equity contribution would be $403,725, divided as follows: $187,865 for Spencer Arms and $215,860 for Queen Ann.

Given the good condition of the Section 221 projects within Yuba City, project maintenance costs are likely to be low. Therefore, it is assumed that rental income and HUD section 8 subsidies will defray the monthly mortgage and maintenance costs.

The cost of producing new low-income rental housing, where units have converted to market rate rents, may not be economically feasible. HUD provided the following replacement cost figures. The first category lists the maximum dollar amount that can be spent per unit for new elderly housing construction using HUD funding. The second category on the following page lists the maximum to be spent per unit on public housing. Both of these cost tables are for multi-family construction in 1991 dollars.

Table F-26

Elderly Housing Developments

# of Bedrooms	Cost Per Unit
Studio	$47,374
1	$54,622
2	$65,874
3	$84,319
4	$93,935

Public Housing Developments

# of Bedrooms	Cost Per Unit
1	$44,550
2	$58,000
3	$72,600
4	$87,150

Source: U.S. Department of Housing and Urban Development, personal communication, 6/16/92.

Using the previous figures provided by HUD we can approximate the cost of replacing each of the properties. The estimates on the following page are the highest costs per unit HUD will allow for new construction, which would be the worst case scenario.

Table F-27

Live Oak Apartments	32	1 bdrm x $44,550 =	$1,425,600
	56	2 bdrm x $58,000 =	$3,248,000
	88	Total	$4,673,600
Sutter Village	73	1 bdrm x $54,622 =	$3,987,406
Elderly Housing	1	1 bdrm x $65,874 =	$65,874
	74	Total	$4,053,280
Spencer Arms Apts.	14	1 bdrm x $44,550 =	$623,700
	34	2 bdrm x $58,000 =	$1,972,000
	16	3 bdrm x $72,600 =	$1,161,600
	64	Total	$3,757,300
Peach Tree Apts.	32	1 bdrm x $44,550 =	$1,425,600
	24	2 bdrm x $58,000 =	$1,392,000
	24	3 bdrm x $72,600 =	$1,742,400
	80	Total	$4,560,000
Queen Ann	24	1 bdrm x $44,550 =	$1,069,200
	56	2 bdrm x $58,000 =	$3,248,000
	80	Total	$4,317,200

Source: HUD and the Comprehensive Housing Affordability Strategy for Yuba City.

According to the HUD figures if the City were to replace all of these units it would cost approximately $21,360,000 however, the cost of construction would be offset by the rental income. Based on these costs for replacement with new construction and the cost of preservation, it is more feasible for the City to assist housing groups in acquiring these projects and maintain them for affordable housing than to replace them with new units.

V. Resources For Preservation

According to Section 65583(a)(8)(C), the Housing Element shall identify public entities and private nonprofit corporations which have legal and managerial capacity to acquire and manage assisted housing developments. Inclusion on this list would be based on an expression of interest in acquiring and managing such projects. HACS and RCHC expressed interest and are currently included on the list.

A. Public Agency and Nonprofit Housing Corporations

The Housing Authority of County of Sutter (HACS) and Rural California Housing Corporation (RCHC) are the two organizations currently providing housing related services in Yuba City who are

also experienced in managing and operating low income rental housing. Both have extensive expertise in working with low and very low income households. Their activities focus on providing affordable housing options within the community that meets the definition of decent, safe, and sanitary.

Recent legislation enacted in 1991 further enabled the rescue of these at-risk units by allowing Housing Authorities to acquire and operate these developments without having an Article 34 voter approval in place. The argument for allowing this waiver is based upon the fact that these are existing units already in place and do not constitute additional units coming into the marketplace.

Article 34 referendum legislation creates a check for the voters on public agencies providing low income housing. Before any public agency builds or creates assisted housing the entity must receive voter approval. Without this approval an agency cannot create new publicly owned subsidized housing.

The Yuba City Redevelopment Agency is also an interested party in the preservation of affordable housing within the community. Although the Agency does not have the ability nor expertise to own or operate low income housing developments, as situations arise, the Agency would join with HACS and/or RCHC to protect units in danger of conversion. The Yuba City Redevelopment Agency provides these housing groups with staff time in planning strategies and programs, as well as financial support for carrying out programs.

B. Public Financing and Subsidy Programs

Programs which provide funds for these types of activities are limited. From year to year, there are no assurances that federal and state programs will be made available. However, until the City receives notice that these programs are no longer available they will be considered as suitable financing sources. Currently, the City can rely upon the following programs for funding sources:

Table F-28

Programs	Funds Anticipated For 1992-1996
Home Investment Partnership Program (HOME)	$400,000
Community Development Block Grants (CDBG)	$500,000
Section 8 Rental Certificates and Rental Vouchers	$250,000
Public Housing CIAP	* $192,000
Redevelopment Housing Set-aside.	** $320,000

* These funds are slated for rehab projects only.
** $100,000 of the $320,000 is set aside for Tenant Assistance.

These programs are also included in the City Comprehensive Housing Affordability Strategy (CHAS). HUD requires any city or county wishing to receive federal funding to submit a CHAS that addresses the housing needs in five year increments.

These HOME, CDBG and Redevelopment funds are instrumental in that they can be leveraged with other public and private funds to maximize the assistance.

VI. Quantified Objectives: Number of At-Risk Units to be Preserved

Section 65583(b) requires the establishment in the housing element of quantified objectives for the maximum number of housing units that can be constructed, rehabilitated, and conserved over the five-year time frame.

Table F-29

Housing Production Targets
1991-1996

Activity	Units Total	Very Low	Low	Mod.	Above Mod.
NEW UNITS	2810	88	230	900	1600
-Second Units	15	5	10		
-Moderate & Above	2,500			900	1600
-Assisted Rental	233	68	165		
-Mobile homes	20	10	10		
-Low Income Loans	50	5	45		
CONSERVED	310		310		
-Units at-risk	242		242		

Source: Yuba City Housing Element, 1991.

Of the 310 units to be conserved 242 are the units identified at-risk (per pages 62-64).

VII. Program Efforts to Preserve At-Risk Units

According to Section 65583(c)(6) the housing element shall include programs to preserve the low-income use of at-risk projects listed in the ten-year inventory, with specific focus on units at-risk during the first five year period.

Objective: Preserve Federally Assisted Housing.

Policy: Facilitate any acquisition of federally assisted housing units that plan to convert to market rate rents.

Implementation: HACS has voter approval to create 76 units of elderly housing. The Housing Authority can also acquire existing assisted housing without triggering Article 34.

Responsible Agency: Housing Authority of Sutter County

Funding: CDBG, HOME, Public Housing CIAP, and $250,000 in additional rental certificates and vouchers.

Implementation: The Yuba City Redevelopment Agency shall use set-aside funds to help HACS and RCHC purchase federally assisted housing that begin the conversion procedure.

Responsible Agency: Redevelopment Agency

Funding: 20% set aside.

Policy: Monitor Units at Risk.

Implementation: The Housing Authority of Sutter County shall regularly monitor the status of the federally-assisted projects within Yuba City. The monitoring consists of contacting HUD representatives for possible Notices of Intent and determining the status of approval for HUD incentives. If HUD has received a Notice of Intent the Housing Authority shall notify those organizations with Right-of-First Refusal along with the tenants of the affected project.

Time Frame: The earliest potential conversion dates for at-risk projects in Yuba City are identified in the following table. The Section 236 mortgage prepayment the owners must prepare a Notice of Intent two years prior to the date of conversion. For Section 8 projects to opt-out the owners must provide at least one year advanced notice to HUD prior to the date of renewal.

Table F-30

Project Name	Potential Conversion Date	Date of Notice of Intent
Live Oak Apartments	Sept, 1996	Sept, 1995
Sutter Village	Mar, 1998	Mar, 1996
Spencer Arms Apartments	Nov, 1993	Nov, 1991
Peach Tree Apartments	April, 1995	April, 1994
Queen Ann Apartments	Dec, 1995	Dec, 1993

Responsible Agency: Housing Authority of Sutter County.

Funding:

Objective 1B and 2B of the Housing Element (Page 51 and 55) also describe the City's commitment to affordable housing. These

objectives are supported by policies, implementation measures, responsible agencies, and financing.

As stated in the CHAS and Section V of this Amendment the City anticipates using HOME, CDBG, and Redevelopment funds to leverage with other public and private funds to acquire affordable housing.

VIII. Summary

Yuba City has three projects at-risk according to the "1991 Annual Summary: Inventory of Low Income Rental Units Subject to Termination of Federal Mortgage and/or Rent Subsidies By the Year 2008". They are Live Oak Apartments, Sutter Village, and Peach Tree Terrace Apartments. It is not known if these three projects will file a Notice of Intent with HUD to opt-out of their Section 8 contracts when they come up for renewal in the future. But to opt-out the owner must provide at least one-year advanced notice and none has been filed with HUD.

The owners have had renewal option(s) in the past and have renewed. Should the owners opt for conversion to market rate rents the City along with HUD, HACS, and RCHC will preserve these units either through incentives or acquisition.

Yuba City, HACS, and RCHC believe it is imperative that we work jointly to maintain these assisted units. Preservation is our number one goal in order to keep these projects as a revolving low income housing source.

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